

WHAT WILL BE THE ROLE OF SMALL URBAN POLICE AGENCIES  
IN PROMOTING LAW ENFORCEMENT  
CAREERS TO YOUTH BY THE YEAR 2006?

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Peace Officer Standards and Training

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This Command College project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future, creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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# CHAPTER I

## DEVELOPMENT OF THE ISSUE

### Introduction

The lifeblood of any police organization is the personnel within that organization. The success with which a department fulfills its mission, meets its goals, and provides the highest quality service to the community it serves is dependent upon the quality of its employees. The most critical issue facing law enforcement in the coming decade will be its ability to staff its workforce with an adequate number of well-qualified employees. This will involve more than simply filling vacancies. It will require establishing law enforcement as a career path for young people.<sup>1</sup>

### Statement of the Issue

This project focuses on the next generation of law enforcement personnel. The question it seeks to answer is:

What will be the role of small urban police agencies in promoting law enforcement careers to youth by the year 2006?

For the purposes of this study, the term small urban police agencies refers to those with approximately one hundred or fewer sworn officers, including the Foster City Police department. Each agency and the community it serves have their own unique characteristics. However, many of the issue-related challenges Foster City may expect to encounter in the future will be representative of those potentially facing other small urban police departments in San Mateo County, the San Francisco Bay Area, California and the nation. As a result, while Foster City will be the point of reference throughout much of this study, discussions may well transcend that city and police department.

True to the definition, promoting refers to advancing, contributing to the growth, exalting, and working actively toward accomplishment. In this study, promoting may encompass everything from verbal/written endorsement, to providing financial funding, to active involvement and hands-on participation in youth outreach initiatives.

The term law enforcement careers refers to those positions unique to the profession, such as sworn police officers and dispatchers.

The term youth is not a factor of age alone, but rather used to describe young people who have yet to definitively pursue a career path. This could range from elementary/middle schoolers to post-graduate students.

### Environmental Scanning

As this country enters a period when more police personnel are going to be needed, law enforcement agencies nationwide are experiencing a dramatic decrease in the number of potential recruits to fill their ranks. Large urban agencies coast to coast are seeing the number of candidates dwindle. For example, the LAPD has seen a 65 percent decrease in the number of recruits entering their training program over the past several years. Since 1993, Chicago has seen almost a 93 percent decrease in the number of applicants for police recruit positions.<sup>2</sup> Recently, the New York City Police Commissioner was forced to reduce the minimum age for applicants and relax educational requirements in an attempt to boost the candidate pool for NYPD recruit officers.<sup>3</sup> In San Francisco, a new 167 million dollar emergency dispatch center doesn't have enough trained dispatchers to answer the phones. The city has been forced to press fifty-two firefighters, working overtime, into service as 911 dispatchers. The cost to the city in overtime alone will be two to three million dollars annually and it is estimated it will take at least two years to reach full civilian staffing levels.<sup>4</sup>

However, the dearth of police officer and dispatcher candidates is not limited to large metropolitan departments. A recent survey of San Mateo County police agencies found a dramatic decrease in the number of candidates for entry-level police officer positions. As an example, a May 2000 Foster City PD test saw a 62 percent drop in the number of police recruit candidates from just three years ago and 74 percent decrease from five years ago. Despite more efficient testing processes for dispatchers being introduced by a consortium of eleven San Mateo County agencies, the number of candidates is also down considerably from several years ago and dispatcher vacancy rates are increasing. That survey also confirmed a growing trend among many agencies in the county and state toward placing their greatest recruitment emphasis on luring lateral police officers and dispatchers from other agencies to fill vacancies.<sup>5</sup> While this practice may meet the short-term staffing goals of individual agencies, in the long run it is self-defeating for the police profession. It doesn't increase the number of personnel entering the business and perpetuates a transient workforce rather than fostering sustained, productive and mutually beneficial employee/employer relationships that contribute to the spirit of teamwork that has been a hallmark of law enforcement in the past.

Dwindling interest in law enforcement as a career path is further exemplified by the decreasing number of students entering Administration of Justice (A.J.) programs in colleges around most of the San Francisco Bay Area. The College of San Mateo program, from which a significant number of officers and Reserves working in police departments around the county received instruction, has seen the number of A.J. students decrease by more than 50 percent over the past three years.<sup>6</sup> This decrease, along with more stringent State mandated training requirements for Reserves, has contributed to the overall reduction in the size of police Reserve Officer programs countywide. It was from these programs that local police



departments hired many of their new recruits. The resulting reduction in the number of Reserves has decreased the candidate pool of most agencies. In addition, with only several exceptions, Explorer/Cadet programs in San Mateo County have also seen fewer young people joining.<sup>7</sup>

Reasons for the diminished interest in law enforcement careers are varied and sometimes regional in nature. According to the National Association of Police Organizations, recruitment has been identified as one of the top problems facing police agencies around the country. They attributed the national decrease in interest to a number of factors, including low starting salaries for police officers, a booming economy that offers more lucrative career options to young people, poor officer morale, and increasingly stringent requirements for becoming an officer.<sup>8</sup>

In the San Francisco Bay Area and San Mateo County specifically, some of these factors may be of greater significance than others. For example, while Administration of Justice programs at community colleges have seen decreases in enrollment, computer science classes at those schools have seen proportionate enrollment increases. The county's second largest employer, software giant Oracle Corporation, just announced a 62 percent leap in second quarter 2000 earnings.<sup>9</sup> With the strong local economy, competition for workers from the high-tech industry is intense. But even that factor is less influential on the police officer and dispatcher candidate pools than is the cost of housing in the area.

The skyrocketing San Francisco Bay Area housing market has resulted in escalating rents and housing prices that make it increasingly difficult for police officers, police dispatchers and other service workers to live where they work or even close to where they work. The Bay Area has the highest median home prices in the country. In March 2000 that

figure stood at \$418,600, up 20 percent from one year earlier. At the same time, the median home price in San Mateo County stood at \$447,000, up 26.5 percent from a year earlier. In Foster City, the median home price is \$538,000, up 23 percent from a year ago.<sup>10</sup> During the first quarter of 2000, rents in San Mateo County increased an average of 19 percent, to \$2,499 for a two-bedroom/two bath apartment. At the same time, the vacancy rate fell to .8 percent.<sup>11</sup> The soaring cost and lack of affordable housing has driven many middle-class workers and those just entering the workforce out of San Mateo County, and in some cases out of the San Francisco Bay Area. The resulting longer commutes that those workers face further exacerbates an already serious traffic congestion situation in the region, that in-turn leads many to seek employment closer to their homes. This has indeed been the trend increasingly experienced in San Mateo County police departments, including Foster City. This trend is likely to continue in the future. This is confirmed by statistics projected by the Association of Bay Area Governments. The population of San Mateo County is expected to increase 5.5 percent by 2010. The City of Foster City is expected to reach total build-out during that period, experiencing a 6 percent population increase, to approximately 34,000 residents. However, the projected population increases expected in some outlying Bay Area counties will be as high as 34 percent during that same period.<sup>12</sup>

Other regional economic factors have and will continue to contribute to the increasingly difficult task of attracting candidates for careers in law enforcement. For example, the civilian unemployment rate in San Mateo County in February 2000 stood at a mere 1.5 percent compared to that of the State's 5 percent and nation's 4.4 percent rates. At the same time, the occupancy rate for commercial office and industrial space in the county stood at 99 percent.<sup>13</sup> The region's most significant transformation over the next 20 years will be the diffusion of

Silicon Valley and the influence of the high-tech industry. As the Bay Area continues to grow over the coming decades, residents will all have to contend with higher costs of living, higher real estate prices, longer commutes, more traffic congestion, and increased environmental concerns.<sup>14</sup>

Despite the shrinking number of police recruit candidates, most of the past decade saw a steady and sustained decrease in the nationwide crime rate. Between 1991 and 2000, the rate of crime fell nationwide, sometimes as much as six or seven percent per year. From 1997-1998 California alone experienced an 11 percent decrease, San Mateo County 4 percent, and Foster City 4.5 percent. Even more dramatic were the FBI statistics for the first six months of 1999. During that period national crime rates fell to their lowest levels in twenty-five years, with an average 9 percent decrease over the previous year. Overall, throughout the same eight-year period, the rate of youth crime fell twice as fast as that of adults. While many factors were attributed to this dramatic turnaround in crime, the two that were generally accepted as most significant were the sustained period of economic prosperity of the 1990's and improved policing strategies.<sup>15</sup>

However, during the first six months of 2000, the decreasing crime rate trend stalled and in some large urban areas the rates increased for the first time in eight years.<sup>16</sup> Crime rates are expected to continue to rise over the course of the next decade as the mini-Baby boomers born in the 1980's come of age. In addition the nation's population of elderly will increase dramatically. Both these segments of the population will require and demand significantly greater expenditures of police resources. Providing these increasing service levels will undoubtedly require more police personnel.

The nation's population is graying and the rate will dramatically increase as the Baby-boom generation ages. By the year 2030, the number of elderly, 65 and older, will double. They will dominate public policy, resource allocation, and demands for public services such as law enforcement.<sup>17</sup> Not only is the general population aging, but so too is the law enforcement workforce of Baby-boom employees. More attractive retirement plans for police personnel, such as 3%@50, are also being adopted. These factors will lead to a relatively high rate of retirement among police personnel over the coming decade, further reinforcing the need to enhance recruitment efforts.

At the same time the elderly population is growing, so too will the number of adolescents and young adults. During the latter half of the 1990's the nation saw its lowest population of young people in the age range of highest criminal activity, ages 14-29. This undoubtedly contributed to the decreasing rate of crime during the 1990's. However, that trend will be reversed over the next decade as the largest group of young people ever will be entering and passing through the 14-29 age range.<sup>18</sup> In California alone, by the year 2005, there is expected to be a 22 percent increase in the number of children ages 10-17.<sup>19</sup> This increase is typical of what the rest of the nation will experience. Similar projections are forecast for the San Francisco Bay Area and San Mateo County. In Foster City, the number of young people entering high school will grow by 25 percent by 2005.<sup>20</sup> Child advocates note that even if the percentages of teen problems continue to decrease more teenagers means an increase in the overall number of problems. But just as this surge in the youth population will pose challenges for law enforcement, it will also provide a tremendous opportunity for police departments. For it's from this group of young people that will emerge the next generation of law enforcement.

## The Next Generation

In order to determine how best to promote law enforcement to youth, it would be wise to take a glimpse at what it is the profession will be promoting. Some of the future challenges law enforcement will face are: hiring and retaining quality employees, adapting to changing technology, dealing with changing demographics, meeting the changing expectations of law enforcement by citizens, managing varying levels of community involvement, adapting law enforcement to changes in society, and adopting proactive crime prevention initiatives.

The characteristics personnel will need to possess in order to meet these challenges are: critical thinking, creativity, adaptability, flexibility, possession of values common to the organization, risk-taking, innovative, people-oriented, and well rounded. They will also need to be trustworthy and capable of making good decisions. They need to be able to assess and develop response plans, maintain control, be resourceful, and capable of taking charge.<sup>21</sup>

In California and the San Francisco Bay Area specifically, the increasing ethnic diversity of the population will also require more culturally sensitive, multi-lingual police personnel. The public will also expect a more highly educated police workforce that reflects the education levels of the communities they serve. Although over the past several decades Americans in general have become more and more educated, December 2000 U.S. Census figures indicate the San Francisco Bay Area leads the nation with almost 39 percent of the adult residents possessing Bachelors degrees or higher. The rate in the Silicon Valley and San Mateo County is higher still.<sup>22</sup> Higher education can provide a broad spectrum of understanding of diversity, social, and political issues. Since these represent many of the issues that will be increasingly faced by law enforcement in the future, higher education levels of police personnel will be increasingly important as well.

In the years since World War II, many police recruiters and their agencies simply relied on police candidates coming to them. And they did. Military veterans formed the core of police recruit programs. They seemed to possess innate common sense and a work ethic molded by maturity and service. However, when the draft ended and the military downsized during the 1990's, the number of veterans seeking careers in law enforcement declined. In the past several years, the military has been providing career counseling as part of the discharge process in an attempt to provide departing military personnel with as smooth a transition as possible to civilian life. Police agencies in San Mateo County have reported they still have landed some outstanding police recruits from the military.<sup>23</sup> There are simply far fewer of them than there used to be.

In the past police recruiters had two other reliable sources as well. The first were college graduates who sought to serve their communities while enjoying the financial and job security and the inherent gratification offered by law enforcement. The second were the family-oriented individuals seeking career change, who brought with them to law enforcement life experience and an appreciation for the realities of the working world.<sup>24</sup> These two groups still make up a significant portion of the recruitment base but as with ex-military personnel, these overall numbers are way down.

With these traditional recruitment sources shrinking, combined with a growing need for more police personnel in the coming years, the need to attract young people to the business is even more critical than in times past. Having identified challenges facing law enforcement in the future and the characteristics that will be needed in officers to face those challenges, the personal qualities exemplified by the younger generation that will be joining the workforce must also be examined. Dubbed Generation X and the Millennium Generation, employees of

the future will be more high maintenance than in the past. They will also be more concerned about what they can get out of the job than past generations. Of those having already joined the law enforcement workforce, the following tendencies have been observed: lowered commitment, problems with multi-tasking, decreased attention to detail, decreased common sense, problems with authority, selective energy levels, and oversensitivity to slights and criticisms.<sup>25</sup> A 1999 survey of criminology students at Florida State University also identified some disturbing opinions shared by a large segment of respondents regarding careers in law enforcement. For example, 29 percent believed their off-duty lives should have no bearing on their professional lives as police officers. Twenty nine percent also stated they believed a person with a felony arrest record could still make a good police officer. Eighteen percent stated it was acceptable for an officer to lie in order to affect an arrest and 31 percent stated they would feel no compulsion to avoid being in the presence of other people using marijuana at a party.<sup>26</sup> While questionable personal character qualities and opinions demonstrated by Generation X may be less than encouraging in terms of their preparedness to assume the role of the next generation of peace officers, police managers must accept their mentality and begin to work with it. Police outreach efforts to youth is one potential way of educating and helping young people with character development while at the same time exposing them to law enforcement as a possible future career path.

#### Youth Outreach – Past and Present

One would be hard pressed to find a police organization anywhere in the country that doesn't participate in some kind of outreach efforts to youth in their community. These include traditional programs such as Explorers/Cadets, Police Athletic Leagues (P.A.L.), and school instructional programs such as Drug Awareness and Resistance Education (D.A.R.E.)

and Gang Resistance and Education Training (G.R.E.A.T.). They also include more innovative programs such police/youth mentoring as well as youth citizen and youth police academies.

For the purpose of illustrating this variety, the following are examples of law enforcement affiliated youth outreach programs, from around the country, along with a brief description of each.

#### Explorer Posts

The South San Francisco Police Department has long been regarded as having one of the most successful Explorer programs in San Mateo County. The success of the program has been and remains a top priority of the department. The post has consistently averaged twenty or more members, even as other agencies' posts were dwindling. The current group is about an even mix of males and females. Over the years, a significant number of SSFPD Explorers have gone on to careers in law enforcement within their agency or others in the Bay Area. Regardless of their long-term personal goals, these Explorers are involved in a wide variety of community service activities and providing assistance to the department. In addition, the Police Department has been successful in creating a fun atmosphere that leads to the self-perpetuating membership of the post.<sup>27</sup>

#### Public Safety Internship Program

The San Bernadino Sheriff's Department, in affiliation with San Bernadino Valley College, created a national and state award-winning training program for high school students. It was originally started by the Sheriff's Department in 1993 for the two-fold purpose of improving basic writing skills among high schoolers in the local district as well as to enlighten students about lifestyle issues that could prevent them from landing future jobs in law enforcement. It is a two-year curriculum for high school juniors and seniors. College credit is



given for attending the eight-hour Saturday classes that are held at the San Bernadino Sheriff's Training Center. According to the Captain in charge, the most crucial factor in the success of the program has been the quality and enthusiasm of the instructors. For this reason instructors are selected from the training staff of seventy at the Training Center. Approximately one hundred students participate. Of those approximately 85 percent are minorities (mirroring the general population in the region) and 50 percent are females. The curriculum emphasizes issues of character development, ethics/values, cultural awareness, leadership, and report writing mixed in with hands-on fun training such emergency vehicle operations, range/firearms simulation, explosives and fire suppression. The program is funded by a combination of the community college district and asset seizure funds from the Sheriff's Department. According to the Captain in charge, although they haven't seen a significant number of students who graduated actually obtain jobs in law enforcement, he has been encouraged that the program has improved students' focus and self-discipline. This is evidenced by the fact the majority of participating students have raised their overall high school grade averages one full letter grade between the start and finish the program. The Captain believed one way of improving the program would be to establish a closer monitoring/mentoring program to track graduates between the time they leave the program and the time they are 21 and of age to apply for police jobs. Given the social and economic hardships many of the graduates face in their personal lives, he felt many stray from a righteous path during this period.<sup>28</sup>

#### Cordova High School (Sacramento) Criminal Justice Cadet Program

This magnet school program is but one of a number of similar programs around the state. It was started four years ago as a collaborative effort between the Sacramento Sheriff's

Department and the Cordova High School District. The basic design is patterned after a similar program developed by the Sacramento Police Department. The program is one of several vocational tracks in the school of 2100 students. It is a four-year program that follows the POST Basic Academy curriculum. In fact the Sacramento Sheriff's Department recognizes it as basic recruit training. When it was first created four years ago, it was with the intent of expanding the entry-level candidate pool. Since the Sacramento SD accepts eighteen-year-olds for correctional positions, this theoretically meant that Cordova High School seniors who completed this four-year program would be able to start work immediately upon reaching their eighteenth birthday. Although there have been several individual success stories from the program, there has yet to be a significant increase in the candidate pool. According to the sheriff's deputy, who partners with a credentialed high school teacher to provide instruction to the seventy-six current students, the program suffered from a lack of continuity of instructors during its first three years. The deputy instructor position was seen as a stepping stone for promotion within the Sheriff's Department and a couple of the early instructors were in fact promoted out of the program. The result was a loss of continuity and momentum that has only recently been reversed. Enrollment has increased as the result of an improved marketing program to middle schoolers. The students' school day includes two hours of criminal justice instruction and two hours of physical training. Students' then revert to a traditional high school scholastic curriculum for the balance of the day. In describing the students' interest in joining the program, the deputy instructor stated that almost without exception each of the eighth graders that has applied for the program has mentioned a desire for more discipline as being their primary motivating factor.<sup>29</sup>

## San Mateo County Youth Leadership Program

This program is a work in-progress, having debuted in September 2000. The seven-session program is conducted in one day increments. The first class of fifteen high school juniors graduated from the program in May 2001. It was in fact created as a class project by a group of San Mateo County businesspersons, teachers, and service providers enrolled in a San Mateo Chamber of Commerce sponsored adult leadership program. The sessions are intended to encourage high school juniors to develop leadership skills through community involvement and covers a variety of topics, including “Law Enforcement/Justice, The Arts/Government, Health/Human Services, Business, Education/Careers.” Participants meet with key leaders in local government, corporate, and non-profit and for profit enterprises in the public and private sectors. By learning how communities in Central San Mateo County work, and by networking with students from other schools and local professionals, participants are intended to personally grow and expand their leadership skills. While the adult sponsors of this first class are administering the program, it will eventually come under the oversight of the San Mateo Chamber of Commerce.<sup>30</sup>

## High School Citizen’s Police Academy

The Sandoval, New Mexico Sheriff’s Office has been conducting these academies in local area high schools since 1995. The course, officially referred to as the Scholastic Academy, has grown in popularity over the years, to the point there’s currently an enrollment waiting list today. The 58 hour program is paid for in part by a Sandoval County Community Oriented Policing grant. It reportedly has broken down barriers between police and youth by providing a better understanding of the role of law enforcement in the community. It has not only been described as being informative for those young people seeking careers in law

enforcement but also educates the other students in the program about the practical aspects of law enforcement. Students are selected from a pool of volunteers of mostly high school juniors and seniors. The comprehensive curriculum involves 90-minute blocks of instruction ranging from ethics to report writing, patrol tactics, accident investigation, persons and property crime investigations, prosecution and court procedures, DUI's, narcotics, domestic violence, gang violence, sex crimes, and even school violence, including fighting and bullying. Courses are taught by local police officers, Deputy District Attorneys, and agents from the FBI and the Bureau of Alcohol, Tobacco, and Firearms to name a few.<sup>31</sup>

### Police Corps

The Police Corps is a national scholarship program that recruits and trains college graduates to serve as community service officers. The 1994 federal anti-crime bill provided funding to six states to develop police training programs similar to the military's Reserve Officer Training Corps (R.O.T.C.). College graduates who agree to serve four years in participating police departments are reimbursed for up to 30,000 dollars in education costs.

Baltimore, Maryland is one participating agency. Forty Police Corp recruits joined the department after a sixteen-week training program composed in large part of hands-on scenario training. After completion, those forty officers were sent out as community police officers in some of the most crime-ridden, low-income neighborhoods in the city with the intent they break down barriers between the community and police in order to affect lasting change. Since its inception, the Police Corp has received mixed reviews. While viewed favorably by Baltimore PD brass, the International Association of Police Chiefs has criticized the program for establishing a class system within that agency of 3200, in which only 15 percent have four-year college degrees.<sup>32</sup>

## Mentoring of At-Risk Youth

There is a nationwide increase in mentoring programs due largely to the comparatively high rate of success these one-on-one relationships foster between adults and youth. Research on at-risk youth has shown that supportive relationships with unrelated adults provide positive role models that can mitigate the negative impact that life's adversities can have on youth development. Law enforcement officers are a logical fit as mentors. In San Mateo County the South San Francisco Chief of Police served as a mentor to a high school student in his jurisdiction. Funding is also available from the federal government's Juvenile Mentoring Program (JUMP) grant.<sup>33</sup>

## Law Enforcement High School Elective Course

In San Mateo County the Belmont Police Department, with support from the Belmont Fire Department and the San Carlos Police Department, taught an elective course for seniors in a local high school. The course was called "Careers in Public Safety". A teacher in the high school served as course administrator and credentialed instructor in the classroom and team taught with public safety personnel. The heads of all three involved agencies, the principal of the high school and the district Board of Education sanctioned the course. The first class began in 1996. It was a two-year, 5 day per week program that was similar in content to a citizen's academy. Topics of presentation covered a wide range of police procedural and legal issues. Guest instructors from a variety of law enforcement and fire agencies participated. But ultimately about 80 percent of the classes were taught by Belmont Police personnel. The emphasis of the program was not to try and induce high school students to pursue careers in public safety as much as it was to help awaken students to the rewards of developing a lifelong commitment to public service and involvement in community affairs. The course was popular

with students and parents. But it was also extremely manpower intensive, especially for police agencies with sworn staffs of less than 40 officers as is the case with both Belmont and San Carlos. The Belmont commander who spearheaded the program estimated it cost his agency approximately 8,000 dollars per year in overtime to cover the cost of his officer instructors. In addition, the logistics of trying to maintain weekday patrol coverage on the streets while also providing officers to teach the midday high school class was a logistical nightmare. So despite the reported popularity of the class among students, parents, and involved police personnel, Belmont PD was forced to discontinue its participation in the program after two years and the high school cancelled the course. The Belmont commander remains optimistic about the feasibility of resurrecting the course through a joint agency venture, where expenses, responsibility, and instructor workload would be shared equitably among participating departments.<sup>34</sup>

As it relates to this kind of joint agency effort, the vast majority of Foster City high school students attend one of four schools in the San Mateo High School District. In all, six different high schools in the district provide for students in six different cities. Each city has its own police force that theoretically could contribute instructors to a high school law enforcement class similar to the one taught by Belmont PD. This could minimize the burden to be borne by any one agency, while also insuring an adequate number of instructors. In a subsequent interview, the curriculum coordinator for the San Mateo High School District stated that although the district has a number of vocational programs, there is none related to law enforcement. She further stated her belief that although there may be some administrative hoops to jump through, she believed such a program might garner the support of the high

school district superintendent who has worked closely with local law enforcement on various issues in recent years.<sup>35</sup>

### Foster City Youth Outreach

Foster City has a K-12 school age population of approximately 3,200. Of those approximately 1,750 attend a public middle school and three public elementary schools within in the city. Approximately 1,100 9-12 grade students attend one of four San Mateo High School District schools outside the community, since Foster City has no high school within its borders. The vast majority of the Police Department, as well as the Foster City Recreation Department's interaction with youth in the community has been limited to the local middle and elementary schools and the students that attend them. Foster City has also never been known to attract high school age youth for social gatherings since there are limited recreational venues that appeal to them within the city. Consequently, police interaction with high school age youth has and continues to be minimal; usually the result of enforcement related contacts on the street or in the schools.

The Police Department has two full-time Youth Service Officers. They work primarily with the four local middle and elementary schools, with which the department enjoys close, mutually supportive working relationships. They teach Gang Resistance Education and Training (G.R.E.A.T.) to all students in grades 4, 5, and 7. The department's Explorer post has only recently begun adding new members after its numbers dwindled to just one during the 1990's. During 2000, the department began a Police Athletic League (P.A.L.) program in which Foster City officers teach elementary and middle schoolers one of several different sports/activities, including judo, fishing, and off-road motorcycling.

Foster City officers and supervisors have served as instructors and evaluators at some of the Basic Police Academies in the area. In addition, one officer served as the San Mateo County Basic Academy Tactical Officer for the eighteen week class that ran from February - August 2000.

In 1999 the City Recreation Department opened a teen center that was frequented mostly by middle school and ninth grade teenagers. Police personnel would regularly take the opportunity to interact with them in that venue. The Recreation Department also sponsors a day-care program, after school activities at the elementary schools, summer camp programs and middle school dances.

The City Council has a youth advisory committee made up of Foster City high school age students. The committee, that for years had a limited number of students interested in participating, had an inexplicable increase in volunteers in both 1999 and 2000. The current advisory committee is made up of twenty-seven high school students.

As has been discussed in this chapter, staffing the workforce with qualified candidates may be the single biggest challenge facing the law enforcement community in the coming decade. Over the next ten years the public will require and demand increased public safety services. At the same time law enforcement may very well face an even greater challenge than today in recruiting and retaining qualified employees to meet those service demands. A wide variety of factors have and will continue to contribute to the shrinking candidate pool. Nationally, a strong economy, competition for workers from the private sector, and the changing attitudes of young people toward law enforcement and careers in general have been contributing factors. In the San Francisco Bay Area and San Mateo County specifically, the



cost of housing and living, together with the allure of the local hi-tech industry has further exacerbated the problem.

Police departments nationwide are currently focusing significant effort on attracting experienced police personnel from other law enforcement agencies. This may present a short-term solution for individual agencies. However, ultimately, successful staffing of the law enforcement workforce will be dependent upon attracting young people to careers in the profession. There are a variety of challenges and obstacles to be overcome if this is to be accomplished and the role small urban police agencies play will be critical to the success of that effort.

The next chapter will present an in-depth analysis of the trends and events that a group of experts believe will have the greatest bearing upon the role of small urban police agencies in promoting careers in law enforcement to youth in the future. It will also offer glimpses of various futures that reflect the courses of action police agencies may choose or not choose to take in response to those trends and events.

## CHAPTER II

### FUTURES STUDY

#### Introduction

In order for an organization or profession to successfully anticipate and manage change in the future, it needs to forecast factors, such as trends and events, that will have an impact on that change. The premise of futures forecasting is that once trends and events are identified, whenever possible, efforts can be focused on promoting those that may have a desired impact, while attempting to mitigate those that may have a negative future impact on an issue. Through this process an organization or profession can better prepare to make a desirable future come to pass.

The Nominal Group Technique (NGT) is a structured research process that brings together individuals with expertise on a specific research topic in order to identify, evaluate, and forecast trends and events that may affect that topic in the future.

#### The Nominal Group Technique

The NGT panel was comprised of ten individuals, all with past or present involvement with youth and issues affecting youth (Appendix A). The group included: the executive director of the law enforcement training consortium that provides POST training for agencies in San Mateo, Santa Clara, and San Benito counties; a former high school principal; a community college career development program coordinator; a former police commander and current community college Administration of Justice course instructor; a police lieutenant and long-time coordinator of the San Mateo County Police Explorer program; a 22 year old recent college graduate with a past leadership role in high school government; a current high school senior and two-term member of a Foster City youth advisory committee; two police captains

with past and/or present youth service bureau management responsibilities; and a police lieutenant and Eagle Scout, Explorer, and community service officer. In order to gather as much information as possible, in addition to the scribe, a secretary was present as well to capture the insights the panelists shared during discussions of the various issues.

It was explained to the panel that their task would be to identify trends and events that may have an impact on the role of small urban police agencies in promoting careers in law enforcement to youth in the future. Several weeks before the exercise, each panelist was provided a packet of information explaining the issue statement and the NGT process. To ensure clarity among the group, this information was again reviewed at the beginning of the exercise. In addition to the definition of the terms in the issue statement, they were also provided the following definitions:

Events – Individual occurrences with potentially significant impact on the issue; they must be discernable incidents that when looked back on from the future, could historically be determined to have or have not occurred. Events can be internal or external to the organization.

Trends – A series of events that form an identifiable pattern. They may be quantitative or qualitative in nature and internal or external to the organization.

#### Trends

The NGT process started with the panel brainstorming to identify trends that may impact the issue. The group immediately identified a sub-issue, as they distinguished between the cost of housing/living in San Mateo County and the San Francisco Bay Area compared with that of other small urban areas in most of the rest of the state. This reality shaped the panelists’

thinking on many of the trends and events they subsequently identified and evaluated. While some are specific to the immediate locale, others are issues common to all small urban areas.

The panel ultimately identified fifty-five trends (Appendix B). The group then reviewed the posted list, clarified ambiguously worded trends, and combined several they believed justifiably similar. The next step in the process was to select from the list, the ten trends they believed could have the most significant impact on the issue. To encourage independent thinking, each panelist privately conducted this evaluation. The following ten trends were collectively selected as the most significant: 1) Public's negative perception of law enforcement 2) Self-interest (money as prime work motivator) 3) Cost of housing in the San Francisco Bay Area 4) Compensation – salary/benefits 5) Competition from the private sector 6) Level of corruption/abuse of power 7) Rejection of traditional values by young people 8) Orientation toward work 9) Disinterest in community service 10) Change in the unemployment rate.

Next, panelists were asked to privately, quantitatively rate the level of impact they believed each of the ten trends had on the issue five years ago and would have five and ten years in the future, using today's level of impact, arbitrarily set at 100, as the basis of comparison. Finally, under the category of Concern, panelists were asked to rate, on a scale of 1 to 10 (low–high), the relative level of importance of each trend on the issue. The rationale being, whenever possible, those trends rated as high, will need to be addressed by a police agency in order to positively impact the issue.

After this rating process was privately completed, each panelist announced their personal ratings in a round-robin fashion for each trend. Ratings were posted for all to view. Panelists with divergent opinions, as reflected in their ratings, or those with ratings at either end of the

scale were asked to explain their rationale in arriving at their figures. Upon completing these discussions panelists were given the opportunity to change any or all category ratings based on a change of opinion they may have experienced as a result of the group discussions. Some, in fact, did change their ratings to reflect more enlightened perspectives. This process was conducted for each of the ten trends.

The ten trends and the median ratings assigned by the panel in each trend category appear in Table 1.

<b>Trends</b>	<b>-5 years</b>	<b>Today</b>	<b>5 years</b>	<b>10 years</b>	<b>Concern (1 – 10)</b>
<b>T1 Public's negative perception of law enforcement</b>	75	100	200	250	<b>8.5</b>
<b>T2 Self interest (money as the prime motivation to work)</b>	55	100	175	250	<b>8</b>
<b>T3 Cost of housing in San Francisco Bay Area</b>	65	100	200	300	<b>8</b>
<b>T4 Compensation – salary/benefits</b>	65	100	175	175	<b>7</b>
<b>T5 Competition from private sector</b>	50	100	120	170	<b>7</b>
<b>T6 Level of corruption/abuse of force</b>	65	100	200	250	<b>9</b>
<b>T7 Rejection of traditional values</b>	90	100	150	200	<b>7</b>
<b>T8 Job orientation toward work</b>	75	100	200	200	<b>7.5</b>
<b>T9 Disinterest in community service</b>	75	100	150	200	<b>8</b>
<b>T10 Change in the unemployment rate</b>	65	100	150	100	<b>7</b>

**Table 1**

## Analysis of Trend Information

Four of the ten trends, T2 – Self interest, T7 – Rejection of traditional values by youth, T8 – Job orientation toward work, and T9 – Disinterest in community service, reflect changes that panelists have seen in the values, attitudes, and the personal motivations of young people today. The panel’s overall perception was that these attitudes were societal, global, and external in nature and therefore beyond the control of law enforcement to alter. Consequently they believed the best course to follow would be to accept the reality of these differences in youth and work within the constraints they present in as positive and constructive a manner as possible.

The panel rated each trend with a concern level of at least 7. The following summations reflect the panel’s analysis of each trend. Trends are listed in descending order based on the panel’s overall level of concern.

T6 – Level of corruption/abuse of force – this issue represented the group’s single greatest level of concern. While several of the law enforcement panelists believed the scope of police corruption and frequency of excessive force incidents would either remain the same or peak in five years and then subside, the rest of the group believed the trend would continue to worsen over the next ten years. Three panelists estimated it would have three times the level of impact on the issue in ten years that it has today.

T1 – Public’s negative perception of law enforcement – Given the influence many parents have over the decisions of their children, the group believed the image of law enforcement held by both young people and their parents is equally significant. The majority of panelists believed law enforcement’s image would be steadily and increasingly tarnished

over the next ten years. One person felt that as various groups specializing in generating litigation against police become more prevalent, vocal, and influential, the resulting negative impact on the image of law enforcement and the ability to promote it as a career for young people could be four times as significant as today.

T2 – Self interest (money as the prime motivation for young people to work) – All but two of the panelists see this as an increasingly significant trend from five years ago to ten years in the future. The former high school principal and one police panelist saw the impact as five times as significant ten years from now as it is today. However, two other police panelists believed it has been and will continue to be of no greater significance than it is today. Their rationale is that money has always been a factor in choosing a career path (i.e. “Parents have always told their kids to be doctors or lawyers”). More importantly they believe young people who have and will continue to gravitate to law enforcement do so because of the unique nature of police work not primarily because of a motivation to make money.

T3 - Cost of housing in the San Francisco Bay Area - Not surprisingly, every panelist saw this trend as being of greater significance today than it was five years ago and each in turn believed it less significant today than it will be five years hence. All but two panelists believed the trend would continue upward ten years from now, with three panelists believing it would have five times greater impact at that time than it does today. However, two members felt the trend would decrease five years into the future. One stated his belief that people who simply couldn’t afford housing would give up and move elsewhere, thereby reducing the population competing for available housing that could result in a reduction in housing costs. The other believed the exodus of high-tech firms from the SF Bay Area in search of less costly locales

would lead to a downturn in the local economy, a reduction in housing costs, an increase in affordable housing and a resulting increase in the police candidate pool.

T9 – Disinterest in community service – The overall perception of the panel was that young people today are less civic-minded and feel less obligation to give back to their communities than they did five years ago. They felt this would have an even greater impact on the issue as this trend continues over the next ten years and therefore will become of even greater concern to the issue. Some of the reasons stated included the breakdown of family values, and the growing “Me generation” that looks more toward self-preservation and self-fulfillment in the face of an increasingly competitive society. The only objection came from the 17-year-old student/youth volunteer who sees an increasing spirit of civic duty among her peers and believes it will continue to grow in the future.

T8 – Job orientation toward work – All panelists believed that the trend of young people viewing employment with a job vs. career mentality would continue to increase over the next five years. All but one believed it would continue on from there over the next decade. However one police panelist believed the trend would peak at five years and then decline as the economy worsens and young people become satisfied just having a stable job they can turn into a career.

T4 – Compensation – salary/benefits – Panelist’s opinions were split on the significance of this trend and the impact it will have on the issue in the future. The high school panelist and two police panelists believed law enforcement has never been a career people have entered for the money and this will continue to be the case in the future. However, the college career counselor believed that salary and benefit compensation packages would have three times as



significant an impact on the issue in five years and six times the current level of impact in ten years.

T5 – Competition from the private sector – Although the panel acknowledged this as a nationwide trend, they referenced their opinions based on the influence of the surrounding Silicon Valley. Two panelists believed this was of the highest level of concern and would have as much as four times the impact on the issue in ten years as it does today. However two panelists saw this trend spiking in five years and then declining after that as high-tech companies re-locate to more affordable, less expensive regions of the country.

T7 – Rejection of traditional values by young people – There was consensus among the group that the technological, economic, and societal changes our young people are experiencing have and will continue to change their opinions about traditional values. This in turn will always have a significant impact on their choice of career paths. Most panelists viewed the impact as fairly constant while several others saw it increasing fairly dramatically (tripling) over the next ten years.

T10 – Change in the unemployment rate – Panelists' opinions reflected their past, present, and future views of the economy. Almost without exception, the panel saw this a steadily increasing trend from five years ago until five years in the future. They believed that as the economy has gained in strength and unemployment has decreased, attracting young people into law enforcement has grown increasingly difficult and will continue over the next five years. However, panelists were pessimistic about the long-term health of our economy and believed ten years from now, after the economy weakens and unemployment rates rise, the trend will decrease and along with it its impact on the issue.

## Events

The same brainstorming process as used to identify trends was then used to generate a collective list of events that could potentially have an impact on the role of small urban police agencies in promoting careers in law enforcement to youth in the future. The panel ultimately identified thirty-two such events. Following the same process as earlier, group members pared this list down to the ten most significant events. From here the rating process was conducted, although the criteria of evaluation was different.

For each of the ten events, panelists were first asked to estimate how many years hence each event might first occur, which is expressed in the column Yr>0. For each event, panelists were next asked to assess the likelihood each event would occur five years from now and ten years from now, expressed as a percentage of certainty. Panelists were next asked to assess how significant an impact each event would have on the issue if it did in fact occur. And finally, they were asked whether they believed that impact would have a positive or negative affect on the issue.

As with the process followed for trends, panelists next announced their ratings in a round-robin fashion for each event. Those ratings were posted and reviewed, one event at a time. Discussions then took place among panelists whose ratings expressed divergent opinions or whose ratings were at extreme ends of the scale.

The ten events and median ratings assigned by the panel in each event category appear in Table 2.

<b>Events</b>	<b>Yr&gt;0</b>	<b>+5</b>	<b>+10</b>	<b>Impact 1-10</b>	<b>+ or -</b>
<b>E1 State legislation enacted providing home buying subsidies for police personnel</b>	4	20%	28%	<b>9</b>	+
<b>E2 High profile corruption/abuse of force scandal in a local-area police department</b>	2	50	63	<b>9</b>	-
<b>E3 Stock market crash</b>	4	30	45	<b>8</b>	+
<b>E4 Mandatory conscription for police service</b>	6	0	10	<b>9</b>	+
<b>E5 Federal law enforcement education benefit program instituted</b>	4	50	73	<b>8</b>	+
<b>E6 Consolidation of all police agencies in San Mateo County</b>	8	0	50	7	+
<b>E7 State mandates civilian review boards for all police departments</b>	4.5	28	40	<b>8</b>	-
<b>E8 State mandated <u>3%@50</u> retirement benefits for all police officers</b>	4	30	70	7.5	+
<b>E9 Federal and/or State governments provide local agencies with guaranteed long-term funding for police positions</b>	4.5	40	65	7	+
<b>E10 Massive lay-off in a major local hi-tech company</b>	4	50	75	6	+

**Table 2**

### Analysis of Event Information

Of the ten events, panelists collectively rated six as having a potential impact level of 8 or greater, if in fact those events occurred. The following summations reflect the panel's analysis of each event. Events are listed in their descending level of impact on the issue.

E1 – State legislation enacted providing home buying subsidies for police personnel - Without exception, the panelists saw this as an event that would have a major positive impact on the issue. Two panelists believed the earliest it might occur would be two years from now. Both thought it 50 percent likely to occur within the next 10 years. One of them, who just the

day before the NGT exercise had finished running the campaign of a local candidate for the State Assembly, thought there was currently growing political pressure to consider just such legislation. However he believed that if it doesn't happen within the next 5 years, the political momentum would be lost and it would be no more likely to happen between 5 and 10 years than it would 5 years from now.

#### E-2 - High profile corruption/abuse of force scandal in a local police department -

The group believed major scandals in police agencies around the country tarnish law enforcement's image in general. But those are scandals that local communities believe only occur somewhere else. The panel believed the greatest damage to the image of a small urban police agency would occur if that agency or a neighboring police department became embroiled in a high profile corruption or abuse of force scandal. Such a local, personalized scandal could significantly alter the view of local young people toward their community's police department and deter them from pursuing careers in the profession, thereby reducing the candidate pool. Although consensus showed less certainty among most panel members, one panelist, a former police commander and current Administration of Justice instructor at a local community college, was extremely pessimistic about this event. He felt 90 percent certain it would happen within five years and 95 percent certain it would happen within ten. He said when he teaches ethics to students who will eventually become candidates for police officer jobs in the immediate area, they look at him as a dinosaur and can't understand why they can't have a free meal.

E3 – Stock Market Crash - There were dramatically divergent opinions on the likelihood a stock market crash would occur, although four panelists believed that if it does, it will have a great impact on the issue. One such panelist believed there was only a .1 percent likelihood of

occurrence in the next 10 years while another believed with 100 percent certainty such a crash would occur during that same period. All but two panelists believed a crash of the stock market would have a positive impact on the issue. Most felt police departments would be the last public agencies to face lay-offs. At the same time they felt lay-offs in the private sector would expand the candidate pool of young people seeking the job secured offered by law enforcement. However, one police panelist believed that a stock market crash could undermine the entire Public Employees Retirement System. That in turn would adversely affect city government revenues. In his opinion, the candidate pool for police jobs might expand but cities wouldn't have the money to hire them.

E4 – Mandatory conscription for police service - Overall the panelists believed a national police draft would have a significant impact on the issue if it came to pass. All but one of them believed the impact would be positive since mandatory police service would definitely fill vacancies with young people and expose them to law enforcement as a possible career. The dissenting police panelist believed the absence of selectivity police departments would experience with mandatory service would likely result in less than ideal officers entering the field and their resultant negative performance would exacerbate the image problems of law enforcement. While most panelists believed the potential impact of this event on the issue would be significant, no one believed it had more than a 15 percent likelihood of actually occurring in the next ten years. In fact, three of them gave it zero chance of coming to pass.

E5 – Federal law enforcement education benefit program instituted - Several of the older police panelists referred to a former program similar to this in the 1970's that funded educational expenses for police officers, similar to the GI bill for military personnel. All the panelists believed this event would have a positive impact on the issue, with most thinking it

would be very significant. The only exception was the recent college graduate panelist who thought it would only have a marginal affect on promoting law enforcement careers to young people. Most also believed it had at least a 50 percent likelihood of occurring within the next ten years. The community college career counselor was 100 percent certain it would occur. One police panelist believed it much more likely that individual cities would adopt this before the Federal government would.

E7 – State mandates civilian review boards for all police departments – Consensus was this event was only 40 percent likely to occur within the next ten years. All but one panelist believed this event, if enacted, would have a negative affect on the issue. However, three of the police panelists believed it would only be of marginal significance. The remainder of the group thought the impact could be very significant. The recent college graduate panelist was the only one who saw this event as having a potentially positive impact. His reasoning was that such oversight of police operations by civilians would increase accountability of law enforcement and result in a heightened level of trust and a more positive image of police among members of the community. He believed this in turn could attract more young people to the profession.

E8 – State mandated 3%@50 retirement benefits for all police officers – Most panelists believed there was less than a 30 percent chance of this event happening within the next five years. This jumped to 70 percent in ten years. Overall panelists believed this event would have positive impact on the issue since it would not only create vacancies that could potentially be filled by young people but this job benefit would also serve as a recruitment tool to attract young candidates.

E6 – Consolidation of all police services in San Mateo County – This event was viewed as one of the least likely to occur, with no chance of happening within five years and only 50

percent within ten years. Most panelists believed cities in the county are much too independent and territorial to relinquish control of their police departments to a central agency. However, panelists generally believed that if consolidation did occur it could have a positive impact on the issue by reducing competition between agencies for qualified candidates, thereby leveraging recruitment resources and efforts.

E9 – Federal and/or State governments provide local agencies with guaranteed long-term funding for police positions.- Two police panelists felt strongly that this event would occur within the next five years, even as soon as one year from now. While other panelists were not so certain, all of them believed that if it occurred this event would have a positive impact on the issue by creating job opportunities through guaranteed funding rather than less reliable local government funding sources.

E10 – Massive layoff in a major local hi-tech company – Overall the panel believed 50 percent certain such an event could occur within the next five years and 75 percent certain of it occurring within ten years. Panel consensus was that if such an event did occur it would have a positive impact on the issue by possibly dulling the luster and allure of the hi-tech industry among young people. Young workers with less seniority would likely be the first to go in a layoff. They in turn may seek the security of jobs in the public sector such as law enforcement , thereby expanding the candidate pool.

#### Cross Impact Analysis

Following the NGT process, a cross impact analysis was conducted with two of the Foster City Police panelists, based on the results of the NGT exercise. The purpose of the analysis was two fold: first, to determine what impact, if any, each of the ten events could potentially have on each of the ten trends; and second, whether each of those impacts would

have a positive or negative effect on the issue, the role of small urban police departments in promoting careers in law enforcement to youth in the future. The results of that analysis appear in Table 3 and are followed by a narrative explanation. The rating scale ranges from –5, strong negative, to +5, strong positive impact.

### Cross Impact Analysis Matrix

Events	Trends									
	T 1	T 2	T 3	T 4	T 5	T 6	T 7	T 8	T 9	T 10
<b>E 1</b>	0	+1	<b>+5</b>	+3	+3	0	0	+1	0	0
<b>E 2</b>	<b>-5</b>	0	0	0	-3	<b>-5</b>	-1	-1	-1	0
<b>E 3</b>	0	+3	-3	-3	<b>+4</b>	0	+2	+1	-3	<b>+5</b>
<b>E 4</b>	-2	+1	0	-2	-3	-3	+1	-3	-2	+1
<b>E 5</b>	+1	+1	0	<b>+4</b>	+3	0	0	+1	+3	+1
<b>E 6</b>	-2	0	0	-3	0	-3	0	+1	<b>-4</b>	-2
<b>E 7</b>	+3	0	0	-1	-3	0	-1	0	+1	0
<b>E 8</b>	+2	+1	0	<b>+4</b>	+2	0	0	+2	0	+1
<b>E 9</b>	+1	0	0	+1	+2	0	0	0	0	+2
<b>E 10</b>	+1	-2	0	0	<b>+4</b>	0	0	-2	+1	<b>+4</b>

Scale: -5 (strong negative impact on issue) - +5 (strong positive impact on issue)

**Table 3**

E1/T3 – Home-buying subsidies for police personnel/Cost of housing -

State subsidies to police personnel for the purchase of homes would strongly impact the affordability of housing for police employees. This could result in attracting young people who may not previously have considered careers in law enforcement, in part, because homes in the area were unattainable on police salaries.

E2/T1 and T6 – Level of corruption and/or abuse of force incident/Public’s negative perception of law enforcement and trend of increasing profile and frequency of police corruption and/or abuse of force incidents - Rated as one of the most significant cause and effect relationships is the negative effect a high profile corruption or abuse of force scandal within a local police department would have on the image of law enforcement in that region. This in turn could have a strong detrimental affect on the ability to promote law enforcement as a career to



young people in that geographic region. A significant enough incident could even tarnish law enforcement's reputation to young people everywhere in the state and nation.

E3/T5 and T10 – Stock Market crash/Competition from private sector and Change in the unemployment rate - Even during times of economic hardship, there will always be a need for law enforcement personnel and police manpower is typically one of the last cuts to be made from government budgets. The potential drastic increase in unemployment and the instability of the labor market among private employers that could result from a stock market crash could turn young people toward more stable careers in the public sector as well as increasing the pool of candidates from which law enforcement could choose.

E5/T4 – Federal law enforcement education benefit program/Compensation – salary and benefits – The government paying police personnels' education costs would represent a significant job benefit. However, some private sector companies already offer this benefit to employees. Nonetheless, this event would have a positive impact on the issue by improving compensation paid to police employees and placing law enforcement agencies in a more competitive position with private industry.

E6/T9 – Consolidation of police agencies within the county/Disinterest in community service – A community's self-sufficiency, independence and pride is largely based on the ability of the local government to meet the basic needs of its residents. Other than the act of incorporation, there may be no more defining moment for a community than the formation of its own police department. Civic pride and commitment to community is built on the spirit of self-determination offered by local government, including police services. Consolidating all police agencies in San Mateo County would compromise the spirit of independence of local cities and their senses of self-determination. It would also contribute to the growing disinterest many young

people feel in their communities and the spirit of public service upon which law enforcement relies. As a result this event would potentially have a detrimental affect on the trend and the issue.

E8/T4 – State mandated 3%@50 retirement benefits for all police/Compensation – salary and benefits – State mandated 3%@50 retirement benefits for police officers would represent a significant positive impact on the issue of compensation for law enforcement officers. Mitigating factors may be that only sworn personnel would realize this benefit as opposed to non-sworn also. In addition, retirement is not typically as attractive an incentive to young people just starting out their careers as salary or immediate lifestyle enhancing type benefits.

E10/T5 and T10 – Massive layoff in local high-tech company/Competition from private sector and Change in the unemployment rate - A massive layoff by a major local high-tech company could significantly increase the unemployment rate in the immediate geographic area. It would likely encourage young people to reconsider the instability of technology based jobs in the private sector versus jobs in the public sector such as law enforcement. It would also increase the number of young people seeking alternate careers since they would theoretically be the most recently hired and therefore the first to go in a layoff.

This Nominal Group process provided insights into those trends, events, and their inter-relationships that could have an impact on the role of small urban police agencies in promoting careers in law enforcement to youth in the future. However, since the future cannot be predicted with certainty, another research tool that may assist organizations to prepare for and help shape their futures, is scenario planning. This process involves creating diverse issue-related stories to describe possible future visions of an organization. In essence, these visions are shapshots of what the organization may look like when subjected to various circumstances in the future, with

the ultimate goal being to assist the organization in bringing the most desirable future to the present. The following are three such scenarios:

### Surprise-Free Scenario

Dickensville, San Mateo County, California – December 24, 2001

It's 11:45PM and Lieutenant Ebenezer has just arrived home from work. His family is asleep. He sits down on the couch with a bowl of Christmas cheer and turns on the television. As he sits watching the burning Yule log image on the screen and sips his drink, his mind wanders back to work and the growing concern he's been feeling since taking over the assignment as the Dickensville Police Department's recruiting manager. He'll be facing his first recruitment testing process shortly after the first of the year. He's aware of some staffing problems his small urban agency and others around the San Francisco Bay Area and State have begun experiencing. He wonders what the future holds. With this thought dancing in his head, he dozes off and begins to dream.

Dickensville (CA) – December 15, 2006

Lt. Ebenezer arrives at the Dickensville Middle School gymnasium. The department's Administrative Sergeant, Bob Crotchett, greets him. Crotchett is shaking his head from side to side, indicating the turnout for the recruitment test is less than impressive. Ebenezer peers in and sees about twenty-five people seated in the room. He immediately thinks back to the days when the biggest concern wasn't how many candidates would show up but rather where would they find a room in town big enough to accommodate them all. That certainly isn't a problem anymore. Crotchett reminds Ebenezer that five neighboring agencies in the county have all had similarly disappointing turnouts for recent entry-level tests. Ebenezer isn't comforted by this fact. Most of the twenty-five in the room are white males in their late 20's or early 30's. There

are about seven females of approximately the same age in the group. He recognizes at least five of the test-takers as repeat applicants who had each previously washed out at some point during the testing or background process. Ebenezer also notices two of the department's reserve officers. He knows them to be conscientious but average performers at best. In years past, the department reserve program had been a fertile field for cultivating future officers, an opportunity to get to know the reserve and vice-versa before tendering a job offer. This was no longer the case. They still had some quality reserves but none that were interested in changing careers to full-time law enforcement. The ranks of the reserves had been thinning ever since they began having difficulty replacing those that the department had previously hired as regulars.

Ebenezer is disappointed and frustrated. The Human Resources Department had once again utilized the same advertising they typically relied on to attract applicants. Last century these methods may have worked, but not anymore. In the decade of the 90's the entire Police Department had gone years at a time without a single vacancy. The only recruitment efforts were to fill newly created positions and then they'd typically gotten over a hundred applicants at a time. Now, with the department of 45 sworn officers down seven positions and the prospects of an eighth vacancy looming, there was a pressing need to land some good recruits, not to mention the three dispatch vacancies to be filled. Ebenezer knew from prior history, that of the twenty-five in the room today, only seventeen or eighteen would pass the written. Of those, three or four would fail the agility course, undoubtedly because of the six-foot wall or dummy drag. So that would leave only fifteen or so to move on to the oral board, B-PAD, and background. He figures they'll be lucky to get one or two from this group. At this rate, recruitment will remain the continuous process it's been for the past five years. The question

Ebenezer faces again is how to make it more productive and efficient in terms of landing qualified candidates, well-suited to the city and department. As he walks back to his car, Ebenezer wonders where all the well-educated, energetic young people are working. There certainly aren't very many interested in law enforcement these days, at least not in this area. Ebenezer reminds himself this has been a trend for the past six or seven years, so it shouldn't be a surprise. But still, he thinks this is unfortunate because even though police work doesn't pay as well as many jobs in the area's high-tech industry, it offers a good living. For him, maybe the best part has been the personal satisfaction he's always felt knowing that on any given day he could make a real difference in peoples' lives. He thinks that if more young people could recognize and observe this dimension of the job, more of them might consider law enforcement as a possible career path.

Ebenezer tells himself that as soon as he gets back to work after the holidays, he will need to reconvene the department's Recruitment Task Force to once again look at ways of promoting the Dickensville Police Department and the law enforcement profession in general to young people in the community. The agency has made a few attempts to do so since about 2001 but those initiatives have only met with marginal success. Ebenezer decides it's time to get serious about recruitment.

As he falls into a deeper sleep Ebenezer hears a familiar voice with an ominous foreboding. It's that of his recently retired former department head, Chief Jacob Morley. Over and over Morley's voice repeats, "Beware the vacancies, beware the vacancies." Morley's voice continues, "Housing's too expensive, traffic's too congested, need better benefits, money's their prime motivator, they don't care about community service, they're just looking for jobs...not

careers, too much competition from the private sector, the image of law enforcement's getting worse, the department's not reaching out to them enough. Beware the vacancies Ebenezer. Beware the vacancies." Ebenezer fitfully rolls over, snores once, and then descends into a nightmare.

### Pessimistic Scenario

Dickensville (CA) Police Department– December 24, 2006

Lt. Ebenezer surveys the shambles of the patrol schedule board in his office. He couldn't have made it look worse if he hit it with a hand grenade. Three resignations in as many months, yet another veteran officer out on long-term disability, and a patchwork of reassignments to cover holes in the staffing levels on every team. What a mess! On top of everything, the City Council has just completed a mid-year review of the police budget and has publicly stated its outrage at the fiscal mismanagement that's resulted in a record high pace of overtime expenditure throughout every division of the department. Some councilmembers have even publicly insinuated that the quality of leadership within the agency may be to blame for the high vacancy rate and inability to fill those vacancies with quality personnel. Ebenezer has already heard rumblings to this effect from the rank and file, who have added this to their long list of beefs they have with department management.

He used to enjoy coming to work. Now he dreads it. His once promising career as a police manager has taken some serious hits over the past few years and he feels bitter and resentful that he's being blamed for all these personnel problems. After all, it's not his fault some of their best officers have quit to take jobs in police departments closer to where they live. It's not his fault some have quit to take lucrative jobs in high-tech companies just as most young people apparently have opted to do. It's not his fault the ranks have been thinned by older

officers going out on long-term disability. It's not his fault so many veteran officers have taken the money and run as soon as they got their 3%@50 retirement benefits. It's not his fault the department had to revert back to a 5/8 schedule with mandatory overtime just to maintain minimum staffing levels. It's not his fault the quality of service to the community has suffered from the dispirited attitude displayed by most officers and dispatchers or the fact citizen surveys and the increasing volume of complaints reflect the community's growing dissatisfaction with the agency. And it's certainly not his fault the department recently got only ten marginal police officer applicants to fill fifteen vacancies.

Ebenezer walks out of his office to break the news to the Patrol Commander that even more overtime is going to be needed to cover the upcoming holiday season. As he walks through the department that he's dedicated twenty-three years of his life to, he wishes he was working somewhere else, doing something more rewarding. As he walks past his co-workers, who seem to avoid eye contact and no longer greet him the same way they once did, he sadly realizes that most of them feel the same way he does.

Ebenezer bolts straight up out of his sleep. This nightmare has left him drained and morose. It's nearly 3:00AM. He drags himself up the stairs to his bedroom and slumps down on the bed. His wife awakens just long enough to wish him a Merry Christmas. He watches her drift back to sleep and as he has so often during his career, he considers just how lucky he is to have her and their family to come home to, to stand by him. This makes him feel better but he's still exhausted. His head hits the pillow and REM sleep quickly follows. Ebenezer is dreaming again.

## Optimistic Scenario

Dickensville (CA) Police Department – December 24, 2006

Captain Ebenezer sits back in his office chair and reviews the background files of candidates vying for the single vacancy that will be created when 28-year veteran, Officer Stan Fuzzywig, retires next month. There are six solid candidates, including three of Dickensville PD's former Explorers and two who participated in the department's PAL program several years ago. Four of the six completed the San Mateo County Youth Leadership Program while in high school. The overall test scores of each candidate have improved over the last group that came through two years ago, and that was a pretty good group. In fact, each of them is now working for one of the police departments in the county.

As he reads the biographical information on each candidate, Ebenezer notices some common threads. The group of three men and three women are all under 26, of diverse ethnic backgrounds, and well educated. Five have Bachelor of Arts degrees and the other an Associate of Arts degree. They've all been involved in community service activities, and also have had positive interaction and involvement with law enforcement during their adolescent years. They all appear highly ethical, well-grounded, and genuinely interested in law enforcement as a career. Finding the candidate with just the right fit for Dickensville should be a pleasure rather than the struggle and compromise it was five years ago. Ebenezer is confident those who aren't offered the upcoming job will be placed on an active eligibility list and invited to join the department's reserve officer program. Even if other police departments in the county snatch them up, that's alright with him because what benefits other county agencies sooner or later will benefit Dickensville PD as well.



Tim Crotchett, Bob's nephew and one of the department's three Youth Service Officers, comes into Ebenezer's office to give him an update on plans for Dickensville PD's upcoming Youth Citizens Academy, the ninth such academy class to be held in the past three years. Officer Crotchett tells Ebenezer that another full class is expected, with the 25 students about evenly representing all four high schools in the district. As in the past, there are more Dickensville officers interested in teaching one of the ten academy classes than there are slots for instructors. Ebenezer pauses to appreciate this gratifying dilemma. He suggests that Crotchett get some assistance setting up the academy from one of the five college student interns working in the department. He then asks for an update on the twenty department Explorers and preparations for their third annual New Year's Community Service Day in Dickensville. He's satisfied to hear plans are running smoothly and the group seems even more ambitious and committed than last year. As the officer leaves the room, Ebenezer glances at the fully staffed patrol schedule and then turns his attention to preparing his Cops for Kids mentoring program proposal he will be presenting at next month's County Police Chiefs' Association meeting.

Ebenezer wakes on Christmas morning, pleasantly refreshed. He feels as if he has a new lease on life, or at least on his job as a recruitment manager. His previous night's dreams have been a revelation and an inspiration to him, from the relatively surprise-free future offered by the normative scenario, to the frighteningly pessimistic future offered by the worst-case scenario, to the vision of an optimistic future if the Dickensville Police Department is ready and able to seize the initiative to reach out and engage the young people of the community and

beyond. Ebenezer commits to make this optimistic vision a reality but in order to help make it happen within his organization he will need to develop a roadmap for change, a strategic plan.

Through the process of futures forecasting, significant trends and events, that could have an impact on the role of small urban agencies in promoting law enforcement careers to youth in the future, have been identified. Scenario building has identified a desirable future vision of this issue for small urban agencies in general and the Foster City Police Department specifically. In the next chapter a strategic plan will be developed for helping this desired future come to pass.

## CHAPTER III

### STRATEGIC PLAN

#### Introduction

The future is going to be different than today and organizations will need to change as well, if they are to keep ahead of the curve. It has been said that if an organization doesn't plan for its future, someone else will.<sup>36</sup> Yet change can be fraught with conflicting forces from both inside and outside the organization. The purpose of a strategic plan is to propose a new method for anticipating change in an organization. The plan serves as both a tool for selling the proposed change as well as a roadmap for affecting that change.

The initial step in the development of a strategic plan is to assess the current state of the organization and its readiness and willingness to embrace the proposed change. This involves a multi-step process starting with a description of the organization, then the creation of a vision statement for the organization that articulates the proposed change, followed by a situational analysis of issue-related forces external to the organization. Next is an organizational analysis of the weaknesses, opportunities, threats, and strengths that may come to bear on the change issue at hand. The next step involves examining alternative strategies for affecting the change and then identifying the one most desirable for the organization to work toward.

In this project, the changes being proposed involve a variety of potential outreach efforts by small urban police agencies, intended to promote law enforcement careers to youth by the year 2006. As discussed in Chapter 1, there are a wide variety of possible initiatives that law enforcement can choose to either undertake or expand upon. Some include direct interaction between police personnel and young people. Such initiatives would involve the allocation and

expenditure of time and resources. Other efforts may simply involve law enforcement's political and/or professional endorsements of youth related initiatives.

For the purposes of conducting this situational analysis exercise, I will use the Foster City Police Department as an example of a small urban police agency.

### Organizational Description

Foster City is a small urban community in San Mateo County, located on the western shore of San Francisco Bay, approximately 40 miles north of San Jose and 20 miles south of San Francisco. It has a City Council/City Manager form of government. The resident population is approximately 30,000 and is largely made up of ethnically diverse, white-collar and professional workers. The median annual household income is 105,300 dollars compared to an 88,500 dollar median for the rest of San Mateo County.<sup>37</sup> Foster City is California's first planned community, having been created in 1964 and built upon a parcel of land only four square miles in size. It is relatively densely populated, having 11,000 individual residential units, including houses, condos/townhouses, and apartments. Like many communities in the San Francisco/San Jose corridor, Foster City has almost reached complete build-out. It is expected the maximum resident population of approximately 34,000 will be attained by 2010. Land use in San Mateo County is perhaps the single most significant consideration in a wide variety of commercial, residential, and recreational endeavors. Law enforcement has been increasingly impacted and will continue to be so in the future. As an example, the newly created San Mateo County Police Academy, has been unable to find a suitable, affordable, and permanent location upon which to build, despite unanimous support from the County Police Chief's Association and local politicians.

The City of Foster City is currently in the early stages of building a completely new Civic Center, including City Hall and Fire Station. The Police Department that's on the same

building site will be simultaneously re-modeled. That re-model is extensive and will take place while the building remains open and operational. Considerable planning has gone into how to minimize the disruption to services and inconvenience to employees. However, the impact of the two year project, due to begin in early 2001, is a cause for concern to almost everyone in the agency.

Foster City has a high school age population of approximately 1,100. The vast majority of these ninth-twelfth grade students attend four public high schools in two neighboring cities, since there is no high school in Foster City. There are three public elementary schools, each with approximately 500 students and one middle school of approximately 1500 students within Foster City. Two private elementary/middle schools provide for an additional two hundred students.

Foster City has a reputation as a very safe community with a correspondingly low rate of crime, 56 percent below that of California.<sup>38</sup> The Foster City Police Department enjoys a very good reputation among the adult residents and homeowners of the community as borne out by citizen survey results and the relatively limited number of citizen complaints received: on average, only three formal complaints per year since 1997. The community has also been generally supportive of the department's efforts over the years. However, like many police agencies, Foster City PD doesn't enjoy the same reputation among many high school age young people in the community who have routinely expressed concerns about what they perceive to be the department's over-zealous and over-stringent approach in dealing with them.

Since the mid-1970's, the department has had a Youth Service Officer assignment. In 1996 the department decided to create a second Youth Service Officer position. It was, and has continued to be, funded by Foster City's allocation from the annual State Law Enforcement

Supplemental Fund (SLESF) grants. The intent in creating the position was to strengthen the relationship between the local middle and elementary schools and to resurrect the department's Explorer post that had dwindled to one participant from its high of fourteen in the late 1980's. Since 1996, the Youth Service Officers and the department have been very successful in strengthening and expanding their relationship with elementary and middle school age children in the city. The second position was also intended to expand the department's involvement with Foster City's high school student population by permitting our Youth Service Officers to increase their presence on the four out-of-town high school campuses. In addition, in 1998 the department created an Administrative Sergeant position. A significant portion of that supervisor's job was intended to help focus and oversee the efforts of the Youth Service Officers and their efforts to reach out to the city's high school adolescent population. However, to date there has been a minimal increase in the department's interaction with high school students in the community. For the most part, the presence of the Youth Service Officers on the high school campuses remains reactive rather than proactive. Most department contacts with high school age teenagers remain limited to encounters on the street, which rarely occur under ideal circumstances.

It's for this reason that the primary change in the Police Department's outreach efforts to youth in the community should come in the area of interaction with high school age young people. This is not to imply efforts with middle and elementary school children should be abandoned but it is possible and important to shift priorities in order to build positive relationships with adolescents and young adults as well. This will be the premise upon which the following strategic plan is based.

### Vision Statement

The purpose of a vision statement is to publicly articulate why the organization needs to change, how the organization intends to affect the proposed change, and how the involved parties in that change will benefit from it. The following will serve as the Foster City Police department's vision statement on promoting careers in law enforcement to youth in the future.

The Foster City Police Department recognizes the mutual benefits to be derived from building and maintaining positive relationships with youth in the community. The department, through the proactive and collaborative interaction between employees and young people of all ages, will foster these relationships in a variety of locations and under a variety of circumstances. Foster City Police outreach efforts to youth may involve exposing young people to various technical aspects of police work and careers in the law enforcement profession. This exposure may ultimately encourage youth to pursue law enforcement as a career path. It may enlighten them about the Foster City Police Department. It may generate mutual respect and a greater appreciation for the challenges faced by youth as well as by this agency and law enforcement in general. However, the primary objective of these endeavors will be to promote character development among young people by emphasizing qualities that include:

- Ethical conduct and decision-making
- Personal accountability
- Attention to detail
- Building personal confidence and self-esteem
- Teamwork
- Developing social skills
- Building leadership skills
- Cultural and gender sensitivity
- Developing a sense of community and public service
- Furthering one's education
- Encouraging commitment and the pursuit of excellence as a way of life

## Situational Analysis

Having described the Foster City Police Department along with its past and present youth outreach efforts, it's now important to consider forces external to the organization that could potentially impact the role Foster City PD plays in promoting careers in law enforcement to youth in the future. Many of these forces may be beyond Foster City's control of influence. Nonetheless they could very well impact that role, so they need to be identified and anticipated in advance. The STEEP model can be useful in scanning social, technological, economic, environmental, and political trends that may have future impacts on the issue.

### Social

- Waning interest of young people in law enforcement as a career path
- Various cultural groups' perceptions of law enforcement
- Money as a prime motivator of youth
- Changing demographics – ethnicity and age
- Changing values of young people
- Rigidity of law enforcement profession
- Frequency of career changes among young people
- Growing demand for more creative compensation packages
- Young peoples' sense of community
- Opportunities for women, minorities, and bi/multi-lingual law enforcement employees
- Changing role of law enforcement in society



### Technological

- Proliferation of dot-coms
- Rapidity of technological change
- Proliferation and evolution of cyber-crime and cyber-criminals
- Computers as a way of life among the very young and resultant technological sophistication of young adults
- Opportunities to tap technological skills of young people and merge those skills with law enforcement

### Economic

- Lack of affordable housing
- Cost of commuting and maintenance/repair/improvements to transportation infrastructure
- Impact of a strong economy and low unemployment rates
- Growing economic dependence on the volatile high-tech industry
- Competition for employees from high-tech industry
- Competition for employees from other police agencies
- Number of jobs will exceed labor force by 2006
- Change in tax base
- Growth of in-home employment

### Environmental

- Shrinking availability of land for development
- Growing public concern about maintaining open space
- Competition between public and private entities for available land

## Political

- Impact of immigration policies on workforce and society in general
- Shift in public priorities away from crime and law enforcement
- Regionalization and/or privatization of police services
- City Council's attitude toward expenditure of public funds on youth oriented programs
- Availability of supplemental government funding for youth
- Increase in number and influence of special interest groups
- Law enforcement's increasing dependence on multi-agency cooperation and collaboration

One of the initial steps to be taken in creating a strategic plan is to determine the current state of the department and its ability and readiness to deal with the challenges of the future that will be presented by the issue at hand. In this case, the WOTS-UP assessment model will examine the external environmental and internal organizational weaknesses, opportunities, threats, and strengths of the Foster City Police Department and its ability to adopt potential initiatives intended to promote careers in law enforcement to youth in the future. Opportunities and threats to the issue will be viewed as forces external to the organization and may be represented as trends and events over which the department may or may not have control. Strengths and weaknesses represent forces within the department that may have either a positive or negative impact on the organization's ability to address the issue.

## Internal Weaknesses

- Sufficient staffing levels throughout the department will be required to permit personnel to have hands-on involvement in developing, implementing, and conducting youth outreach efforts

- Many of the newer officers are the most interested in outreach activities. However they typically work shifts that don't coincide with these activities. The impact of accommodating shift changes, overtime, and coverage for participating officers could be problematic
- Resistance of veteran officers to get actively involved and/or have to indirectly participate by covering for those officers who do participate
- Perception that this isn't what officers became cops to do and it requires more effort and is less fun than hooking and booking
- Overcoming the personal inconveniences to be faced by personnel on a daily basis and the potential negative attitudinal effects that may result from having to work in a facility that is constantly under construction for the next two-three years
- Finding department personnel willing and able to deal with teenagers in a supportive/positive manner. High school age youth can be very challenging to deal with compared to younger children. There is often an inherent contentious relationship between police, as representative of authority, and teenagers that will need to be overcome.

#### External Opportunities

- Younger workforce bringing innovative ideas and approaches to the job
- Younger officers more in tune with their growing peer group of young people in the community
- Less time lost to sick leave and disability with a younger workforce
- Less stringent and regimented approach to the job
- Potential invigoration of the veteran workforce who feel compelled to keep up with younger officers

- Many young people bring to the job excellent computer skills, a comfort level with rapidly changing technology, enjoyment of the challenges presented by technology and an appreciation for the benefits technology offers
- Recruitment and retention is a timely issue for law enforcement nationwide and receptiveness and support for change appears high
- Cooperation and mutual support among all levels of San Mateo County law enforcement, youth advocacy groups and school districts' officials is high
- City Council and City Manager are supportive of youth outreach efforts
- City funding of worthwhile youth initiatives is possible and likely

#### External Threats

- Career competition from high-tech private industry in the region
- Potential lack of support for proposed programs from other City of Foster city departments
- Lack of support among schools, teachers, administrators, school boards
- Resistance to young peoples' participation by their parents and/or peers
- Lack of available facilities
- Competition for youths' free-time from a variety of outside interests and commitments

#### Internal Strengths

- Recognition of the need for outreach efforts to high school age youth has begun to emerge among department management personnel
- Past efforts to interact with elementary and middle school age students have been supported by department personnel
- Current department youth service staffing levels are generous compared to many other police agencies

- When adequate staffing levels are achieved and maintained, the relatively low crime rate in the city make police outreach efforts possible and financially feasible
- Department has a core group of volunteers who would be ready and capable of helping
- Department management is well connected to service organizations in the community that may be willing to provide resources
- Department enjoys a positive working relationship with the elementary and high school districts

This identification of forces internal and external to the Foster City Police Department, that can impact adoption of the proposed change by the agency serves as a means of assessing the current state of the organization. In turn, this information can be used to help determine how the agency can get to where it needs to go relative to the change. Another component of the strategic plan includes an identification of individuals and groups that will be impacted by the organizational change.

#### Stakeholder Identification and Analysis

A crucial step in the development of any strategic plan is the identification of stakeholders and an analysis of their potential concerns, expectations, and involvement in the proposed change issue. Stakeholders are defined as any individual or group, from inside and outside the organization, who may be impacted by the issue at hand. The following is a list of stakeholders who may be impacted by the Foster City Police Department's efforts in promoting careers in law enforcement to youth in the future, as well as a description of the roles they may play:

## Youth in the Community

- Their support and participation is absolutely essential
- Seek enjoyable, interesting, rewarding activities
- Seek meaningful jobs
- Seek personal acceptance and acceptance of their decisions by their peers
- Seek camaraderie on the job
- Seek and/or need the approval of their parents
- Concerned with compensation on the job such as salary, pensions, tuition reimbursement, and creative benefit packages capable of being transferred from agency to agency
- Concerned about lifestyle enhancing benefits the job offers such as flexible work schedules
- Tendency to be highly changeable – if it doesn't sizzle they may quickly lose interest

## Parents

- They can and usually will exert a huge influence over their children's participation in youth activities
- Very interested and concerned about issues involving their children
- Will closely scrutinize activities directed toward their children
- May have unrealistic perceptions and expectations about police youth initiatives
- Can be expected to fully support good quality police youth outreach programs

## City Council

- Interested in publicly supporting and promoting youth outreach efforts, including those by police
- Interested in maintaining high quality of life in the community that's fostered by stability and success within city government, especially in the Police Department

- Concerned with satisfying expectations of constituents, especially regarding opportunities for their children
- Concerned with public perceptions, liability, and possible financial exposure to the city
- Concerned with costs of programs but will support those with good cost/benefit ratio

#### City Manager

- Very supportive of city government outreach efforts to youth in the community
- Concerned about cooperation and mutual support between Police Department and Park and Recreation Department on outreach efforts
- Concerned with possible liability and financial exposure of city if problems develop with youth programs
- Recognizes the benefits and is supportive of maintaining a fully staffed, productive Police Department
- Concerned with maintaining a positive, service oriented image of Police Department and city government in the eyes of the public
- Needs to maintain fiscal accountability for costs of youth service programs as well as for the overall city budget

#### City Staff/Personnel

- Commitment of their personal time or their departments' labor and resources that may be required for programs spearheaded by Police Department and that may be seen as exclusively benefiting the Police Department
- Concerned that financial resources allocated to Police Department efforts may diminish funding for their departments' initiatives

- Park and Recreation concerned about duplication of effort and possible ambiguous lines of responsibility and communication when working jointly with the Police Department on projects
- Generally supportive of Police Department efforts and of programs that are in the best interest of the community

#### Foster City Youth Advisory Committee (Composed of local high school students)

- As the City Council's voice to youth in the community, they may feel skeptical, threatened and/or resentful of Police Department youth outreach initiatives
- Because of short-term (one year) participation of most members, fostering an on-going collaborative relationship with the Police Department may be difficult
- Police liaison with the group will be important to allay concerns early, to work cooperatively, to utilize each other as resources and to avoid duplication or conflicting efforts

#### Police Chief

- Has publicly stated his goal of increasing and improving the department's outreach efforts to youth, especially high school teenagers
- Will serve as the department's voice on proposals and initiatives presented to the City Manager and City Council, so he needs to be well informed about proposals
- Needs to feel confident initiatives undertaken are viable and worthwhile since the department buck stops with him

#### Police Chief/Management

- Need to maintain fiscal accountability



- Image of the Police Department and involvement with community is of paramount importance
- Are ultimately responsible for ensuring staffing levels are maintained in the department with the highest caliber employees possible
- Want to create a harmonious inclusive work environment within the agency
- Will need to administer, oversee, and critique many of the initiatives
- They must sell the importance of this change to the rank and file
- Are concerned with the long-term health of the organization and its relationship with the community

#### Front-line Police Employees

- Will be directly involved in many of these initiatives
- If not included in program development and/or not fully supportive of it, may feel they are carrying the burden of management's ideas
- Will be concerned whether they are prepared or have been given adequate training to deal with an inherently challenging group, teenagers
- May feel resentful, discouraged, or lose confidence in management if outreach efforts don't yield obvious and/or immediate results
- Although there's never been too much interest among officers in working the three-year Youth Service Officer assignments, quite a few officers have demonstrated interest in participating in shorter term endeavors with youth
- Most will recognize the need and benefits to the agency of cultivating positive relationships with youth in the community and possibly attracting them to careers in the future

## School Board/Administrators/Teachers

- Will seriously question whether school campuses are the appropriate forums for law enforcement vocational based interaction
- Will be very concerned with parental reaction to the possible perception that law enforcement initiatives are being forced on their children in the classroom setting
- Economic crisis in local schools leaves little if any money available for adding new programs or even financially partnering with other agencies on those programs
- State of disrepair of many schools has left space at a premium, in turn leaving no room for expanding curriculums such as law enforcement instruction
- With the high level of scholastic achievement and college prep emphasis in all county high schools, they may feel there isn't room or sufficient interest among students in curriculum for any law enforcement courses
- Will support police presence on campuses for outreach efforts that don't interfere with curriculum
- Can be counted on to support after-hours and/or off-site outreach efforts

After identifying stakeholders and analyzing their expectations and anticipated responses, there appears to be an overall acknowledgement of the significance of the issue and support for the proposed change within the community as well as the Foster City Police Department. There are obvious concerns that will need to be addressed but having conducted this stakeholder analysis, these issues can be addressed before they undermine the change effort.

## Strategy Development

As part of the strategic plan, leaders in the Foster City Police Department have three alternatives from which to choose:

Strategy 1 - Disregard any significance the issue may hold for the organization. Forego adopting any new outreach efforts to youth in the community. Maintain the status-quo in terms of the department's interaction with young people in Foster City - This is the easiest strategy to adopt. Leadership avoids any conflicts with stakeholders, avoids the possibility of initiating programs that don't succeed, and doesn't need to expend the time, effort, and resources required to conduct them. Depending upon how successful the department is in recruiting laterals from other agencies, it may even be able to reach full staffing again, for a while. However, the opportunity is lost to build positive community relations with a growing segment of the population that will become more and more influential in community affairs as they mature. So too is the chance to tap the city's growing youth population as a resource for future department efforts. Finally, the opportunity may be lost to introduce them to law enforcement as a future career path.

Strategy 2 - Leadership recognizes the significance of the need to reach out more to youth in the community but chooses not to take an active role in adopting or promoting that initiative within the department - On the premise the rank and file always interpret management's actions and inaction, failure to take an active role in this change effort may very well reflect negatively on the significance of the issue, on leadership within the agency, or on both. management's inaction may indicate to employees that the issue is not really all that important. If they see it as important and management appears to disregard it, management may very well come off as being short-sighted, unenlightened, and apathetic about the future

welfare of the department. Further, if the rank and file recognize that the success of the effort relies heavily upon their direct and active involvement with youth, at the same time management appears ambivalent, resentment and less than wholehearted commitment on their part may follow.

Strategy 3 - Actively promoting the development and implementation of youth outreach efforts by the Foster City Police Department - Adopting this strategy involves the greatest effort and commitment of members of the agency. There are no guarantees the effort will meet with success on any level. However, even partial success could yield positive benefits for the department, city and youth in the community. In the end, even if the department's efforts don't directly result in a significant increase in the future candidate pool of young people joining Foster City PD, the increased opportunities for positive interaction between the Police and youth in the community can be mutually beneficial.

Preferred Strategy - Strategy 3 best addresses the precepts of the vision statement on this issue. Having recognized the benefits Foster City Police Department outreach efforts can have on promoting law enforcement careers to high school age youth as well as on positive community relations, leadership in the department needs to initiate and support a collaborative process for sharing the vision with other stakeholders and then working to turn it into a shared vision.

Now that a vision for the organization has been drafted, stakeholders identified, their expectations and anticipated responses to the change analyzed, and a preferred department and leadership strategy decided upon, the next step is to focus on how to actually go about implementing the change within the Foster City Police Department. This phase is known as transition management and will be the topic of the next chapter.

## CHAPTER IV

### TRANSITION MANAGEMENT

#### Introduction

The issue statement being examined is the role of small urban police agencies in promoting careers in law enforcement to youth by the year 2006. For the purposes of specificity, the Foster City Police Department is being used as an example of a small urban agency. The previous chapter examined the relevant organizational issues that exist in Foster City, including a strong relationship between the department and the middle/elementary schools and students in the city. However, there has been limited interaction between the Foster City Police and the high school age youth population in the community. Having specifically identified this as an issue for change in the department, a strategic plan was developed.

Having crafted a change strategy, it is now necessary to design a plan for how that change will be implemented, for without successful implementation, even the best-devised strategic plan is destined to fail. This is the purpose of a transition management plan.

#### Commitment Plan

Within the change process there is a critical mass of individuals or groups whose active support and commitment are necessary to provide the energy for the proposed change to take place. There is no numeric formula for determining the critical mass of requisite participants. Rather it is a matter of scrutinizing the demands of the specific change and what individuals or groups will be most important in affecting that change. Having identified the target individuals or groups, it is then necessary to assess their present state of commitment to the change versus where they minimally need to be in order for the change to occur.

One method of assessing the required commitment among the critical mass participants is called commitment charting. Below, Table 4 illustrates the target individuals and groups comprising the critical mass whose varying degrees of commitment will be required if Foster City PD is to successfully undertake outreach initiatives to high school age youth to promote law enforcement as a possible career path for them in the future.

#### **Commitment Planning Chart**

<b>Key Players (Critical Mass)</b>	<b>No Commitment</b>	<b>Let Change Happen</b>	<b>Help Change Happen</b>	<b>Make Change Happen</b>
<b>Youth in Community</b>	<b>X</b>	<b>O</b>		
<b>Parents of Youth</b>	<b>X</b>	<b>O</b>		
<b>School Admin/ Teachers</b>	<b>X</b>		<b>O</b>	
<b>City Council</b>			<b>XO</b>	
<b>City Manager</b>			<b>XO</b>	
<b>Other City Employees</b>	<b>X</b>	<b>O</b>		
<b>Police Chief</b>		<b>X</b>		<b>O</b>
<b>Police Management</b>		<b>X</b>		<b>O</b>
<b>Police Supervisors</b>		<b>X</b>	<b>O</b>	
<b>Administrative Sergeant</b>		<b>X</b>		<b>O</b>
<b>Youth Service Officers</b>		<b>X</b>		<b>O</b>
<b>Police Officers</b>		<b>X</b>	<b>O</b>	
<b>Department Support Staff</b>		<b>X</b>	<b>O</b>	

**Table 4**

**X** – present degree of commitment to change

**O** – minimum commitment needed in order for change to occur

## Analysis of Critical Mass Participants

Critical mass members can be divided into three action roles related to the change issue.

Each group plays a different role in the change process:

1. Change strategists identify the need for change, create the vision for the desired outcome, decide whether change is feasible, and decide who will lead it
2. Change implementors make the change happen, manage the day to day change process, overcome resistance
3. Change recipients must adopt and adapt to change. Their participation or lack thereof determines whether the change will be institutionalized

Youth in the community will be recipients of the change. At the present time they have no commitment to the change. However, as the object of the change initiative, they will minimally need to at least be receptive to the change and willing to let it happen.

Parents of youth, like their children, will be recipients of the change. At the present time they have no commitment to the change. But given their degree of influence over their children, parents too would need to at least be willing to let the change happen in order for it to occur.

School administrators and teachers for new police youth outreach programs that are not currently taking place in the schools, will be implementors of the change. Although at the present time administrators and teachers have no commitment to the change, their endorsement, support and help in making new programs in the schools happen will be necessary if the change is to occur.

The Foster City, City Council is an influential force in the affairs of the city. They have and will continue to be included in any significant initiatives undertaken by any city department, especially one directly impacting the public. They will be change strategists. Their help in

making the change happen would minimally be necessary for the change to take place. At the same time they are currently openly supportive and have approved funding for outreach efforts to youth in the community, including those of the Police Department.

The City Manager is very influential over affairs involving city personnel, especially those that will impact the public and that will be closely followed by the City Council. He will serve as a change strategist. His help in making the change happen is therefore minimally needed. Like the Council, he encourages close interaction between the city staff and youth. In fact he suggested this topic of study, so he is currently committed to helping make the change happen.

Other city employees will be change implementors, although at present they have no commitment to the change, and depending upon the department, may continue to lack commitment. Their minimal commitment to let it happen is all that will be required. The only exception would be the Recreation Department who may in fact have to help change happen depending upon their level of collaborative involvement with the Police Department on a specific project.

Overall, the current commitment of Police Department personnel, from the Chief down to the support staff, is only minimally focused on the need to expand outreach efforts to high school age youth. Department priorities lie elsewhere at this time. So, there is recognition of the need for change and a willingness to let it happen if someone or some group takes the initiative but there is little if any energy focused on helping it happen at this point. The following observations are made about the minimal commitment each person/group will need in order to make the change occur:



The Police Chief will serve as a change strategist. He is the most critical person in deciding the allocation of department time and resources. By setting this change as a priority for the department and department personnel while also presenting it as such to the City Manager, he can set the change in motion and establish its significance to the organization. He needs to make it happen.

Department management will serve as change implementors since they will be responsible for establishing and maintaining the momentum of the change throughout the organization. By focusing on the change and incorporating support for it as an expectation of all other employees, they have the ability to make it happen.

Department supervisors will serve as implementors of the change. Their unique intermediary role in the organization put them in a position to communicate the vision of Management to the front line personnel they supervise in an attempt to make the change a shared vision. They realize they will be expected to help the change happen by encouraging their subordinates to embrace and actively participate in it.

The Administrative Sergeant will serve as the implementor of the change. This officer supervises the Youth Services Bureau and will be more deeply involved in the change than other department supervisors. Many of the initiatives that may be adopted will fall largely on his/her subordinates to either spearhead or be involved with. He/she therefore will need to stay deeply involved in overseeing their efforts, smoothing the way for them and assisting them to succeed. He will need to make the change happen.

The Youth Service Officers will be the recipients of the change. These two officers more than any others will be critical in making the change happen. They are the Department's liaisons with the schools, they are resource specialists when it comes to youth programs, they

know children and have a rapport with them. In addition they will either lead or participate in most department outreach efforts to youth in the community.

Department police officers will be recipients of the change. Many currently participate in short-term interaction with elementary and middle school youth. Their participation to make the change happen will be minimally required for the change to happen. They will be involved directly or indirectly in some of the outreach efforts to high school age students but few officers will actually be responsible for administering or overseeing those efforts.

Support staff will be recipients of the change. One civilian community service officer currently serves as the Explorer program coordinator. The aid of support staff, including dispatchers, to help the change happen will be required. However, like officers, they will primarily be involved in hands-on efforts as opposed to overseeing or managing outreach programs.

### Transition Techniques

Now that levels of commitment from groups and individuals inside and outside the department have been identified, strategies for gaining commitment must be established. Resistance is a component of every change process. Every individual impacted by the change has some stake in it. Recognizing resistance and working to deal with it to prevent it from undermining the whole change process is essential if the desired change is to be successfully implemented.

Extensive and effective communication with the stakeholders is critical. In this case, the Chief of Police should take the lead in announcing the Department's commitment to expand its outreach program to high school age youth in the community and why it is so important to the Foster City Police Department and the law enforcement profession. This should be done

in person whenever possible. Within the agency, a department meeting, monthly staff meetings, and patrol line-ups would all be good forums for face to face discussions. At each meeting, the Chief would have a member of the management team and an on-duty supervisor join him in a united front that would communicate the importance of the change to the department. If a specific outreach program had been decided upon to initiate the change, he could explain that as well. Any specific program, although likely to be overseen by a department manager, should be the product of a collaborative effort involving representatives of all stakeholder groups and those with expertise in the area. Empowering stakeholders by including them in decisions about change that will affect them is one way of overcoming resistance to that change.

Following the personal announcement, the Chief should institutionalize Foster City PD's commitment to the change by ensuring it is discussed at each staff meeting, is mentioned in the Department's monthly newsletter, that all employees are expected to participate in some way, that each new initiative is announced department-wide and commendatory efforts are recognized for all to see.

Outside the agency, the Chief should ensure the City Manager and other department heads are apprised of the change and updated regularly on its progress and any new directions or new youth outreach programs. Press releases and other appropriate publicity are positive ways to publicly recognize and encourage stakeholders' commitment to the change.

Managers and supervisors must be sensitive to concerns and resistance from their subordinates. Listening and being empathetic to employees' resistance to the change is a very effective transition tool. The active participation of managers and supervisors in change efforts set them up as inspirational role models for stakeholders and can help win over resisters as well.

Making reasonable accommodation for employees who participate in the change efforts, recognizing and rewarding employees' participation, always speaking positively of the change and encouraging and expecting employees to participate are additional strategies to help overcome resistance. Making participation in the change effort an expectation of each employee's work performance is a good way to help institutionalize the change within the agency.

In this case, one anticipated pocket of resistance may be employees who believe they are unprepared and inadequately trained to understand or deal with teenagers in a positive, productive manner. Most officers are probably more comfortable dealing with criminal suspects than with juveniles. Therefore training will be the key to overcoming these concerns. department-wide training, or at least for those who will be directly involved, on juvenile development/relations would be both a reasonable and effective tool in the change effort.

### Responsibility Charting

Now that general stakeholder commitment has been established and techniques for addressing resistance within the organization have been proposed, it's necessary to specifically identify who will be responsible for each task associated with implementing the change. One tool for accomplishing this is responsibility charting. The following table depicts a responsibility chart for the Foster City Police Department's transition plan for beginning the process of establishing youth outreach initiatives to high school age young people in the community.

## Responsibility Chart

Actions/ Decisions	Actors								
	City Council	City Manager	Other Dept. Heads	Police Chief	Police Managers	Police Supvs.	Admin. Sergeant	Youth Service Officers	Officers/Support Staff
Identify Viable Youth Programs to Adopt	A	A	I	A	R	S	S	S	S
Establish Operating Budget	A	A	-	A	R	I	I	I	-
Arrange Youth Focus Group	I	I	-	A	A	I	S	R	I
Research Other Police Depts' Youth Programs	-	I	-	I	A	I	R	S	S
Arrange Training for Involved Police Personnel	-	I	-	I	R	S	S	I	I

Table 5

**R** - Responsible for seeing that decisions or actions occur

**A** - Approve of decisions or actions with the right to veto

**S** - Support actions or decisions by committing resources, but with no right to veto

**I** - Informed of actions or decisions but with no right to veto

**-** Irrelevant to this action or decision

Listed on the vertical axis are examples of decisions and/or actions that will be necessary in order to affect the change within the organization. Along the horizontal axis are the names of the actor/stakeholders who will have varying degrees of responsibility for actually implementing the change. They include groups or individuals both inside and outside the Police Department. The goal of this charting is to reduce ambiguity, avoid duplicated effort and wasted energy, to

identify who's responsible for each task, what the actors' responsibilities and decision-making authorities will be, and to help smooth the emotional toll the change process has on the organization. In actual practice, the development of this chart would not be the unilateral responsibility of a single employee but rather a collaborative effort between at least two members of the agency who manage employees and/or resources that will be utilized in the change process. In Foster City, this would be at least one manager from the Patrol Division and one manager from the Administration Division.

A desirable vision for the future has been set, a strategic plan for realizing that vision has been established and a plan for implementing the requisite change within the Foster City Police Department has been detailed. It's now time to review the study and draw from it recommendations and conclusions on what the role of small urban police agencies will be in promoting law enforcement careers to youth over the next five years.

## CHAPTER V

### CONCLUSION

#### Summary

The issue statement that has been examined in this project is the role of small urban police agencies in promoting law enforcement careers to youth by the year 2006. The introductory chapter explained why the issue is and will continue to be of increasing significance to law enforcement agencies, state and nationwide in the future. Through environmental scanning, literature review and interviews, issue related trends were identified as well as a sampling of current police outreach programs from around the country.

Chapter Two took an in-depth look, through the eyes of a panel of experts, at trends and events that will potentially have significant impacts on the issue over the next five to ten years. A series of comparative visions for the future were then presented through the creation of scenarios illustrating what may or may not come to pass based upon law enforcement's future response to those trends and events.

Having selected a desirable vision for the future, Chapter Three established a roadmap for change and a tool for selling that change through the creation of a strategic plan. The Foster City Police Department was used as an example of a small urban agency. Within Foster City, increasing the Department's outreach efforts and interaction with high school age youth was specifically identified as an issue for change. Utilizing the STEEP scanning model, internal and external forces were identified that could exert influence on the change. Stakeholders were identified and their expectations and responses to the change anticipated. Finally, a desirable strategy for leadership's involvement in the change was recommended.

Chapter Four detailed the final step in the process, that of establishing a plan for implementing the change within the Foster City Police Department. In this transition plan, stakeholders who would play a role in the change process were identified as well as their level of influence within the process. Stakeholders' present levels of commitment to the change versus the minimal levels they would need to successfully implement the change was also established. Recommendations were proposed for how best to address resistance to the change within the agency. Finally, specific responsibilities among the stakeholder/participants were established and their authority within the change process identified.

### Conclusions

The vast majority of police departments around the country have some kind of interactive outreach programs with youth in their respective communities. Some are traditional, based upon the historically regimented nature of law enforcement. The Police Explorer program is an example. Others have developed in response to the evolving nature of society and the changing role of law enforcement in it. As an example, mentoring of at-risk youth by police personnel, while not unprecedented among past generations, is certainly more common today. Law enforcement is being forced to reinvent itself in response to the changing expectations of society. A significant voice in those changing expectations is, and will increasingly be, that of the younger generation. There can be no doubt that in general, members of that generation today bring to the labor market different attitudes than their predecessors. The reasons are obvious. Their life experiences, family relationships, and social, economic, educational and technological backgrounds are different and framed against a world that's been changing at a drastically faster pace than ever before. Like it or not, from



them will emerge the next generation of law enforcement. And in spite of the decreasing level of interest currently demonstrated toward careers in the profession, law enforcement needs to reach out more than ever before to connect with this group. A major component of law enforcement's reinvention of itself has to be its recognition of the differences in today's younger generation versus previous ones, acceptance of those differences, and commitment to make the most of them. Young people need to be recognized as resources. Police leaders must follow Thomas Jefferson's adage that, "In matters of style, swim with the current. In matters of principle, stand like a rock."<sup>39</sup> Law enforcement must adapt to the changing attitudes young people bring to the workplace but be uncompromising in upholding the essential values of the profession.

#### Recommendations

In the best interest of posterity, law enforcement today must reach out and actively promote itself to young people in our society. At the very least, interaction between police and youth can serve to weaken or break down the inherent barriers between them. It can create a sense of understanding and mutual respect and appreciation for each other. It can serve to enlighten yet another segment of society to the demands and challenges law enforcement routinely faces and vice versa. At best it may expose youth to the value and personal satisfaction that can be derived from law enforcement as a career.

The role to be played over the next five years by small urban agencies in promoting law enforcement careers to youth will be critical. There are far more small urban agencies than large ones throughout the country. While large, high profile agencies may naturally attract more entry-level candidates, small urban agencies will likely need to actively and aggressively reach out to attract them. As a profession, law enforcement will need to set

recruitment as a priority. The current P.O.S.T. recruitment task force represents a large-scale, statewide initiative. But individual agencies, including small urban ones, will need to focus their efforts and resources like never before on recruitment. The police person working the recruiting assignment will likely become a more integral part of each department's management team. While short-term solutions such as recruiting laterals may solve small agencies' immediate needs, ultimately long-term initiatives to cultivate and attract youth to careers in law enforcement must be undertaken. The role of small urban agencies will be that of innovation and creativity in reaching out and engaging young people, whether the motivation is to benefit of their own agencies or the profession in general. Small urban agencies must develop a two-fold approach and commit and maintain the necessary resources to stay the course. The first is to address immediate needs. Intense, creative marketing and recruitment of lateral officers are examples of options to consider. The second is more long-term in nature, where the benefits may not be realized for five to ten years. This approach is to undertake or increase outreach efforts to youth in local communities. The positive exposure and interaction between these young people and law enforcement can yield an increased number of interested and committed young people seeking careers in the profession when they finally come of age.

There can be no one size fits all approach in deciding how agencies can best connect with youth in their communities. Resources, agency staffing, funding, availability of space and the interests and needs of young people can vary significantly from city to city. For example, small urban agencies in San Mateo County, where land is unaffordable and scarce, are not in a position to replicate the San Bernadino Sheriff's Internship Academy conducted at an expansive, state of the art training facility. However, they may be able to join forces,

pool resources and partner with public high schools to conduct classes on-site as the Belmont and San Carlos Police Departments did. As another example, law enforcement may be able to partner with high-tech firms in the area to combine computer technology and police operations/investigations into a course that may be of interest to young people and stimulate their overall interest in the profession. Mentoring, youth academies, and youth leadership programs such as that currently underway in the county should be promoted as valuable and viable outreach efforts. These are but a few possibilities to be considered. Financing these programs may also be problematic, especially those agencies in financially depressed communities. If funds are unavailable from city and/or police department operating budgets, then creative alternative funding sources should be considered. Asset forfeiture funds, joint powers agreements, state and federal grants, private donations from the business community and service organizations, and fundraising endeavors are all possible sources for agencies to explore.

Even more than pushing law enforcement as a possible career path, programs should emphasize the furtherance of young peoples' educations and skill development. Law enforcement should constantly reinforce the need for ethical conduct, respect for others, cultural sensitivity and teamwork. Whenever possible, hands-on involvement should be a component of the program, such as community service activities and interaction with other segments of society such as children, the disadvantaged, disabled persons and the elderly. In addition, leadership development should be emphasized by exposing young people to positive role models as often as possible and by empowering them to individually handle progressively greater amounts of decision-making and responsibility. Finally, programs

should be interesting, fun, responsive and sensitive to the changing nature of young people today or else they will simply chose not to participate.

The exact nature of outreach initiatives will vary, but what should be constant is the goal of each program. That goal should not exclusively or even primarily be to groom young people for careers in law enforcement but rather to promote personal development and the character building qualities that will prepare them to be leaders of tomorrow, responsible citizens, and the most educated, self-actualized people they can be. These also happen to be qualities that can eventually make them the best police personnel they can become.

## APPENDIX A

### **Nominal Group Technique Panelists**

- **Dr. Sue Oliveira** *Executive Director - South Bay Regional Public Safety Training Consortium*
- **Mr. Charles Douglas** *Retired Principal – San Mateo High School*
- **Mr. Mike Navarro** *University of Richmond – Class of 2000  
Former Student Body President – San Mateo High School*
- **Ms. Leslie Chang** *Senior – San Mateo High School,  
Foster City Youth Advisory Committee*
- **Mr. Pete Nannarone** *Retired Commander – San Carlos Police Department,  
Administration of Justice Instructor – College of San Mateo,  
Command College – Class 9*
- **Lieutenant Tim McHenry** *San Mateo County Sheriff's Department,  
Coordinator - San Mateo County Police Explorer Program*
- **Captain Bruce Tognetti** *Foster City Police Department,  
Command College – Class 12*
- **Captain Jim Carey** *Foster City Police Department, Head of Administrative  
Division (Youth Services Bureau),  
Command College – Class 23*
- **Lieutenant Jon Froomin** *Foster City Police Department, Former Explorer and  
Community Service Officer*
- **Mr. Mike Mitchell** *Program Services Coordinator – College of San Mateo  
Career Development Center*

## APPENDIX B

### Potential Trends Identified by the NGT Panel

1. Proliferation of Dot Coms
2. **Cost of housing in SF Bay Area**
3. Commuting costs/gridlock
4. Media portrayal of police
5. Change in level of police corruption/abuse of force
6. Level of safety on school campuses
7. Interest among young people in law enforcement careers
8. Exodus of police officers from SF Bay Area
9. Change in the tax base
10. Transferability of skills
11. Change in the number of military personnel
12. **Rejection of traditional values**
13. Changing nature of crime
14. Changing nature of technology
15. Change in levels of threat to police officers
16. Change in law enforcement's recruitment/marketing techniques
17. Changing role of law enforcement in Society
18. Exposure of young people to hi-tech systems
19. **Compensation – salary/benefits**
20. Changing pace of life
21. Changes in early childhood development/exposure to career choice
22. Change in entry level requirements and standards
23. **Change in the unemployment rate**
24. **Public's negative perception**
25. **Competition from private sector**
26. Changes in cost of education
27. Inter-action between police and schools
28. Changing public view of the duties of police officers
29. Changes in age demographics
30. Regionalization of law enforcement
31. Emergence of ability of police to work from their homes
32. Change in prevalence of in-home employment
33. Changing law enforcement career opportunities and job tasks
34. Flexible scheduling
35. Evolution of community policing
36. **Disinterest in community service**
37. Personal liability of police officers
38. Change in enlightenment/sophistication of youth
39. Change in adults' level of interest in and perceptions of the value of youths' opinions
40. Immigration policies and impact on workforce
41. Cultural groups' perceptions of law enforcement
42. Level of collaboration between law enforcement and private sector
43. Public perceptions of role of police officers in small urban agencies
44. **Orientation toward work (job vs. career)**
45. Quality of education and impact on job preparation
46. Competition for personnel between law enforcement agencies
47. Affirmative action legislation
48. Opportunities for women, minorities, and bilingual persons in law enforcement
49. Rank structure of police agencies and impact on promotional opportunities
50. Changing management styles of police managers
51. Change in ethnic demographics
52. **Self-interest (money as prime motivator)**

**Note:** Trends in bold were identified by panel as having greatest potential impact on the issue

## APPENDIX C

### Potential Events Identified by the NGT Panel

1. **High profile corruption/abuse of force scandal in a local-area police department**
2. **Stock market crash**
3. Simultaneous collapse of half of all Dot Com companies
4. Outbreak of war necessitating re-institution of the draft
5. Local rent control adopted
6. High profile/publicity SF Bay Area murder and investigation
7. A local city files Chapter 11
8. **State legislation enacted providing home buying subsidies for police personnel**
9. Legalization of drugs
10. Multiple local police officers murdered in the line of duty in a single incident
11. Wrongful conviction of a police officer later determined to be innocent of the crime
11. **Mandatory conscription for police service**
12. **Federal law enforcement education benefit program instituted**
13. Highly successful youth forum conducted
14. State legislation providing for funding a police officer on all school campuses
15. Award winning, box office smash movie released portraying police in a positive light
16. **Consolidation of all police agencies in San Mateo County**
17. Election of former police officer to Governor
18. Privitization of police services adopted
19. U.S./Canadian and U.S./Mexican borders opened
20. Federal government closes U.S. borders to immigration
21. Prominent hi-tech company builds a local state-of-the-art crime investigations training facility
22. Gun control legislation adopted
23. Repeal of gun control
24. Creation of public safety agencies mandated statewide
25. Police mentoring programs mandated statewide
26. State licensing of police
27. Establishment of a local law enforcement magnet school
28. Legislation passes that significantly reduces the power of law enforcement authority
29. **State mandates civilian review boards for all police agencies**
30. **State mandated 3%@50 retirement benefits**
31. **Federal and/or State provides local agencies with guaranteed long-term funding for police officer positions**
32. **Massive lay-off in a major local hi-tech company**
33. Courts uphold employment contracts

**Note:** Events in bold were identified by the panel as having the greatest likelihood of occurrence and potential impact on the issue

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